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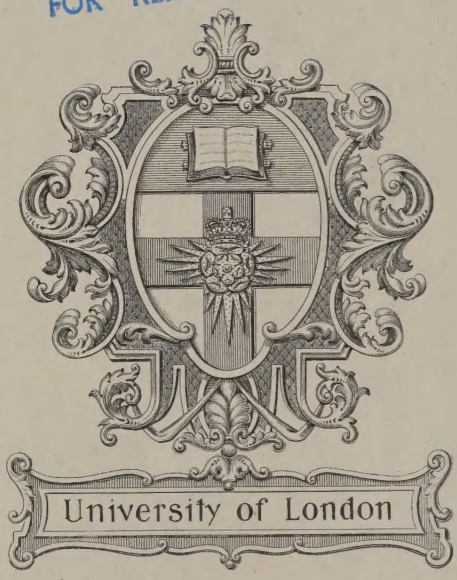

REPORTS

FROM

COMMISSIONERS:

TWENTY VOLUMES.

—(9.)—

SALT (BRITISH INDIA).

Session

31 *January* —— 29 *July* 1856.

VOL. XXVI.

1856.

REPORTS FROM COMMISSIONERS:

1856.

TWENTY VOLUMES:—CONTENTS OF THE

NINTH VOLUME.

N. B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

SALT (BRITISH INDIA):

[2084-I.] REPORT of the COMMISSIONERS appointed to inquire into and report upon the MANUFACTURE and SALE of, and TAX upon SALT in *British India*; and more especially upon the practicability of substituting for present arrangements a System of EXCISE in the PRESIDENCIES of *Bengal* and *Madras* - p. 1

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REPORT

OF THE COMMISSIONER APPOINTED TO INQUIRE INTO AND REPORT UPON THE

MANUFACTURE AND SALE OF, AND TAX UPON

SALT

IN BRITISH INDIA;

AND MORE ESPECIALLY UPON THE PRACTICABILITY OF SUBSTITUTING FOR PRESENT ARRANGEMENTS, A SYSTEM OF EXCISE IN THE PRESIDENCIES OF BENGAL AND MADRAS.

Presented to both Houses of Parliament by Command of Her Majesty.
1856.

LONDON:
PRINTED BY HARRISON AND SONS.

2084 I

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9. The Government to endeavour to exchange their salt works for detached works of private owners, with the view of suppressing the latter.
10. The rent and proceeds of Government salt works to be uniformly credited in part to land revenue, and the remainder to the Salt Department.
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16. The half-duty contributed by the Nawab of Cambay to be credited to Customs. The cost of frontier establishments to be debited to the same. The distinction between the results of the Island of Bombay and those of the continent, to be abolished.
17. The existing rate of duty, viz., 12 annas per Indian maund, to be maintained for the present.
18. If it should be desired at any time to tax salt in Scinde, a system of Excise to be adopted.
19. Exportation of salt from Scinde to be free from duty.
20. Importation of salt into Scinde to be free from duty so long as no tax is levied on the salt of the Province.
21. The Government not to be concerned in any project for supplying the rest of India with salt from Scinde.

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Report by G. Plowden, Esq., Commissioner of Inquiry on Salt.

SIR, *Nagpore,* [*] *November* 1, 1855.

WITH reference to the letters addressed to me from the Home Office, bearing the dates noted on the margin,† I have now the honour to lay before the Most Noble the Governor-General of India in Council a Report of the result of my Inquiries into various questions connected with the manufacture of, and tax upon, Salt in British India, and more especially upon the feasibility of substituting, for present arrangements, a system of Excise upon the manufacture of Salt in the Presidencies of Bengal and Madras.

† Dated 16th December, 1853.
Dated 16th February, 1854.

Origin of the Inquiry.

2. It will be convenient to state at the commencement the particulars of the origin of the Inquiry.

3. In the passage through the House of Commons of the Bill which, at the close of the Session of the year 1853, became Law, entitled "An Act to provide for the Government of India," a Clause was inserted consisting of the following words, viz. :—

"XLV. And whereas by the said Act of the 3rd and 4th years of King William the Fourth, it was enacted, that the said Company shall with all convenient speed after the twenty-second day of April, one thousand eight hundred and thirty-four, close their Commercial business, and make Sales of all their Merchandize, Stores, and Effects, at home and abroad, distinguished in their Account Books as Commercial Assets, and all their Warehouses, Lands, Tenements and Hereditaments and property whatsoever, which may not be retained for the purposes of Government of the said Territories, and get in all debts due to them on account of the Commercial Branch of their affairs, and reduce their Commercial Establishment as the same shall become unnecessary, and discontinue and abstain from all Commercial business which shall not be incident to the closing of their actual concerns, and to the conversion into money of the property hereinbefore directed to be sold, or which shall not be carried on for the purposes of the said Government; And whereas the said East India Company have continued to carry on the manufacture and sale of

the Secretary to the Government of India,
Home Department.

* [Finished January 30, 1856.]

Salt from the date of the said Act to the present time, notwithstanding the aforesaid provision; And whereas it is expedient that the said Salt Monopoly should absolutely cease and determine. Be it enacted that, from and after the first day of May, one thousand eight hundred and fifty-six, it shall be unlawful for the said East India Company to continue the manufacture of Salt, as at present carried on by them, in the Province of Bengal; and that such manufacture shall absolutely cease, whether carried on by the East India Company, or on the account and under the control of the said Company, and that the manufacture and sale of Salt in India shall be absolutely free, subject only to such Excise or other duties as may from time to time be levied upon such Salt so manufactured."

4. This clause was expunged by the House of Lords, and its omission was subsequently agreed to by the House of Commons.

5. The clause, if enacted, would not have affected the rate of duty to be levied in future on Salt manufactured in India, but only the mode in which the duty thereon should be realized in the Presidencies of Bengal and Madras, requiring, in fact, in those two Presidencies, the substitution of a system of free manufacture and excise for the existing system of manufacture and sale by, or on account of, the Government, and rendering the manufacture in the Presidency of Bombay, which is at present liable to be restricted, absolutely free.

Views and instructions of the Court of Directors.

6. The Court of Directors, adverting to the probability of the re-agitation of this question in Parliament, considered it desirable that they should be furnished with the opinion of the Government of India upon it.

7. For this purpose, they desired the Government of India in their dispatch No. 3, dated the 5th of October, 1853, to cause an inquiry to be instituted by the Board of Revenue, or by a Committee of competent officers, as to the practicability of carrying into effect any system, under which, in the words of the clause, "the manufacture and sale of Salt in India, shall be absolutely free, subject only to such Excise, or other duties, as may now, or from time to time, be levied upon such salt, so manufactured."

8. If it should be found impracticable to render the manufacture of salt absolutely free to all persons, under Excise Regulations, the Court desired that it might be considered whether a system of modified Excise, such as that of granting licences to private persons to manufacture Salt at stated localities, might not be substituted in the Presidencies of Bengal and Madras, for the present mode of realizing the Revenue by means of contracts, entered into with the Molunghees, and the sale of Salt at fixed prices, on account of Government.

9. The Court stated that they were aware that the present system was of long standing, and had been maintained, after frequent consideration, as the safest mode of ensuring the collection of the Revenue, but that they were, nevertheless, very desirous that the Government should, if possible, cease to be connected with the manufacture of Salt, and that its functions should be confined to the collection of the duty, with the necessary precautions for the protection of the Revenue, and they directed that the Inquiry ordered might be made without delay, and the result fully reported to them.

10. The Court then went on to remark that a question of far greater importance than the mode of collecting the duty was its amount, and that, although the rate would not have been directly affected by the clause before referred to, there could be no doubt

that a reduction in the rate was the object chiefly sought by many who supported it.

11. They stated that they were sensible that it had been the constant view of the Government of India to reduce the rate of duty in Bengal, as rapidly as the state of the finances would allow; that they were glad to find that, notwithstanding the successive reductions which had been made of late years to the extent of nearly 25 per cent, the Revenue had nearly, if not entirely, been restored to its former amount by the increased consumption; that they entertained a confident expectation that the same result would attend further reductions judiciously made; and that they should rejoice in the addition of comfort which would thus be afforded to the population of Bengal.

12. The Court remarked, in conclusion, that the Government must be the best judge of the extent to which a reduction might be properly and safely carried, and of the precise time for making it; and that, looking to the manner in which the Salt Revenue of Bengal had been, of late years, administered by the Government, they felt that they might well rely on its disposition to carry out their views as above expressed.

Appointment of the Commissioner of Inquiry.

13. In order to obviate, as far as practicable, the possibility of an objection being raised that the Inquiry, ordered by the Court, had been made, and the Report drawn by officers whose prejudices might naturally be supposed to have been already enlisted on the side of the present system, the Government of India thought it advisable that the duty should not be committed to the Board of Revenue which had itself the immediate management of the existing system, and was further of opinion that in this instance the duty would be performed equally well, and more speedily, by a single officer than by a Committee.

14. With these views the Government of India were pleased, under date the 16th of December, 1853, to appoint me Commissioner for the Inquiry, and I was directed, under date the 16th of February following, to enter upon it at once.

Instructions to the Commissioner.

15. There being no satisfactory knowledge of the system in operation at Madras and Bombay, I was desired to proceed without delay to those Presidencies, so as to make the necessary local inquiries at the favourable season of the year, taking up the investigations in Bengal on my return.

16. It was not deemed necessary to furnish me with detailed instructions, or expedient to fetter me by laying down any precise course of proceeding: the Court's dispatch, it was observed, stated clearly its general views, and I was referred to my experience in the Revenue Department as my best guide in the Inquiry entrusted to me.

Local visits of the Commissioner.

17. In obedience to the orders of Government I proceeded at once to Bombay and Madras, travelling by the Peninsula and Oriental Company's Steamers. Leaving Calcutta on the 19th of February, I arrived at Bombay on the 4th of March, I remained at Bombay until the 16th of April, on which date I embarked for Madras, where I arrived on the 28th of April. I left Madras to return to Calcutta on the 31st of May and arrived there on 3rd of June. I then proceeded to the Tumlook and Hidgellee* Salt Agencies in Bengal, and returned finally to the Presidency on the 1st of July, with exception to visits subsequently paid to two private Salt Works, both situated in the Soonderbuns, one at Narainpore, the other at Goordah, where the manufacture is conducted upon the European principle, and is subject to a system of Excise.

* [Spelt Hijlee in the Maps.]

18. Having been employed in the District of Chittagong, in Bengal, in the years 1833 to 1836, and again in 1851 to 1853, I am well acquainted with the Salt Agency and the manufacturing localities in that district. It was, therefore, not necessary that I should visit it for the purposes of this Inquiry.

19. The only remaining Agencies in Bengal are the three in the three divisions of the Province of Cuttack, viz.:, Balasore, Cuttack and Pooree. It was not possible to visit these by the sea route during the south-west monsoon, which had set in before my return to Calcutta from Madras; and though a land journey might have been practicable, with difficulty, it would have occupied a long time, the distance from Calcutta to the southernmost limits of the Pooree Agency being about 350 miles. But, even if the facilities for the journey had been greater, I should scarcely have thought it advisable to expend any time in a visit to the Cuttack Agencies, the system in operation there being generally the same as in the Bengal Agencies, and the distribution of the Salt Works, the nature of the country in, or adjoining to, which they are situated, and the process of manufacture, being either the same as in the Bengal Agencies, or as in the Madras and Bombay Presidencies, so that no new, or peculiar, information was to be gained by a local inquiry, of sufficient importance to compensate for the time the inquiry would have occupied.

Commissioner's understanding of his instructions.

20. Construing the instructions issued to me by the guidance of the Court's dispatch upon which they were based, I understood my primary, if not my sole, duty to be, to ascertain whether it was practicable, without injury to the Revenue, to carry into effect any system under which the manufacture and sale of Salt in India should be absolutely free, subject only to the payment of duty, or under which, at all events, the Government should cease to be connected with the manufacture and sale of Salt, and should confine its functions to the collection of the duty with the necessary precautions for the protection of the Revenue. But the solution of this question necessarily involved more or less examination, either directly or indirectly, of other branches of the general subject of Salt in India; aud I concluded that it would be proper, in the second place, not to lose the opportunity of collecting and recording as much information upon the general subject as might come within my reach in the course of my researches into the particular part of it which I had been commissioned to investigate.

Data upon which the Inquiry rests, and the Commissioner's opinions have been formed.

21. In prosecuting the Inquiry committed to me, I conceived it to be quite unnecessary to take formal evidence. Although it may not be generally known, there are, probably, few subjects which have been so extensively explored, or on which so much has been written and said, as the subject of the Supply of Salt for British India. It has been a constantly recurring theme of parliamentary debate and inquiry, from the earliest days of the British Empire in the East down to the present time. Before each renewal of the Company's Charter, it was more or less inquired into, in common with other matters of Indian Government, by Select Committees of the Lords and Commons; and in 1836 the particular subject was fully investigated by a Select Committee of the House of Commons appointed expressly for that purpose. The official records of the Indian Governments of course teem with correspondence on the subject, and it has been repeatedly examined and discussed, at more or less length, in books, periodicals and pamphlets, published both in India and in England, as well as by the public press of both countries. In short, it may safely be asserted that, at some time or other, and in one form or another, the subject, in all its branches, and on all its sides, has been completely exhausted. Such being the case, it would have been a mere waste of time to have set about adding to the bulk

of the existing evidence, with no prospect of being able to add to it in point of novelty or trustworthiness. The obvious course seemed to be to collect together the scattered evidence and information, official and unofficial, which already existed, and to ground my own observations upon a careful collation and consideration of these materials, aided by such local examinations as might be necessary, and by personal discussions with public officers and private individuals, conversant with the subject, whose opinions might be of value in correcting and assisting my own judgment. This, accordingly, is the course I have pursued. Upon data derived from the sources above described my opinions have been formed, and by them they will be supported.

General arrangement and scope of the Report.

22. I propose to report separately, to such extent as may be necessary for greater distinctness, upon each of the Presidencies of Bombay, Madras, and Bengal, in the order here stated. The Province of Scinde will be noticed under Bombay, and the North-western Provinces of the Bengal Presidency, the Punjab, Arracan, the Tenasserim Provinces and Pegu, under Bengal.

23. The general arrangement I propose to follow is:—

First. In the case of each Presidency, to take a brief retrospect of the past history and administration of the Salt Revenue.

Second. To describe, in each case, the system of administration now in operation.

Third. In the case of the Bombay Presidency, where the system is already one of Excise, to consider in what respects the existing arrangements might be improved; and in the case of the Presidencies of Madras and Bengal, to consider the practicability of substituting a system of Excise for present arrangements.

Fourth. To consider, in the case of each Presidency, any separate matters peculiar to each, or which can be most conveniently treated of in connection with each.

Finally. To consider any separate questions common to all the Presidencies, or which can be more conveniently treated as imperial questions.

24. And, as the change to a system of Excise in the Presidencies of Madras and Bengal, even if resolved upon, must be gradual, it will be necessary to notice, by the way, the reforms which may appear to be called for in existing arrangements in those Presidencies while they remain to any extent in force.

25. Bearing in mind that the subject is one upon which much interest is felt, and not a little mischievous ignorance or error prevails in England, I shall endeavour to frame the Report so that it shall not merely suffice for the information of those who are more or less acquainted with the subject, but so that it shall present a clear, and essentially a complete, view of the whole subject to the general reader; and this will account to the former class for the appearance of much, which, without this explanation, might appear redundant.

26. With these introductory remarks I proceed to report the result of my inquiries and researches, premising that, for the sake of greater accuracy, I propose to give the narrative portions of the Report as much as possible in the words of the official, or otherwise authentic, documents from which they are derived.

27. I may also premise that among the maps which have been compiled for the purposes of this Report, and which accompany it, there is a map* of India, illustrating all features relating to Salt.

* Map No. 1.

PART I.

ON THE SUPPLY OF SALT FOR THE PRESIDENCY OF BOMBAY.

SECTION I.

PAST HISTORY AND ADMINISTRATION OF THE SALT REVENUE.

The Bombay Salt Revenue, originally very inconsiderable.

28. It was not until the 15th of December, 1837, that Salt was erected, by Act, No. XXVII of that year, into a source of considerable Revenue in the Presidency of Bombay; prior to that date, it was but one of many small miscellaneous items, as under the Native Governments.

The various modes of management which prevailed in the several Collectorates.

29. The manufacture of Salt was carried on in the Island of Bombay, Ahmedabad, Kaira, Broach, Surat, and the Northern and Southern Konkan. A very great diversity prevailed in these several Collectorates, both in the system of management and in the mode of realizing the Revenue. With the exception of the Districts of Surat and Broach, a broad line of distinction was everywhere drawn, not only between the Saltpans of Government, and those which belonged to private individuals, but even between the Pans belonging to private individuals in the same district, and it was remarked by Mr. Bruce, who was appointed at a subsequent period, to revise the system, that the inconvenience produced by such a diversity of practice, "fell little short of a strict monopoly of the worst description." The various methods which were in force, will appear from the following brief description in the case of each Collectorate :—

Island of Bombay.

30. The manufacture of Salt in the Bombay Collectorate, was carried on both by Government and by private individuals, chiefly however by the latter. In the former case the produce was divided with the Coorumbies or people employed in its manufacture, Government receiving a moiety as Revenue, and the Coorumbies the remainder as the wages of their labour, burdened, however, with the payment of a large proportion of the expense of porterage incurred in conveying the Company's share on board the boats; no direct Revenue was derived from the private Saltpans, unless the payment of a small annual sum of the nature of a quit rent, can be so called; certain restrictions only were imposed on the produce, namely, that no portion of it should be exported, until Government had disposed of one hundred rass,* and then only in the proportion of one-third to the Company's two-thirds. Government further retained the exclusive privilege of retailing all Salt required for local consumption.

Ahmedabad.

31. In the Ahmedabad Collectorate, the principal Salt Works belonged to the Chiefs of Putree and Jhoonjoowarra, and were worked by private individuals, the produce being subject to the payment of a duty to Government and to the Chiefs in question, besides a certain tribute to the Guicowar. The other Salt Works were conducted on account of Government, the workmen receiving, as in Bombay, half the produce.

* A rass is equal to 1120 Indian maunds of 82 lbs. avoirdupois per maund.

Kaira.

32. The Kaira Salt was manufactured at Cambay, and therefore was not under the control of Government. The Pans were altogether private property and the produce was divided into two parts, of which the manufacturers received one, and the Nawab the other; On the sale of His Excellency's share a proportion of the proceeds went to the Company. The Salt manufacturers were frequently obliged to keep large quantities of Salt unsold in warehouses, as they were not allowed to bring it into the market until the Nawab's share had been disposed of.

Broach.

33. The Salt Works in the Broach District were exclusively Government property, leased out yearly, the farmer and the manufacturers dividing the produce equally between them; it does not appear how the Government Revenue was realized; but it would seem to have been received in the shape of transit duties only.

Surat.

34. In the Surat Pergunnahs the manufacture of Salt was, like that of Broach, wholly in the hands of Government; the Pans were all Government property, and the Salt manufacture was carried on under the superintendence of a Government Karkoon. The workpeople's share as wages, was about one-third of the produce. The expense of repairing the Pans was charged upon the other two-thirds, or proportion of the produce which remained to Government.

Northern Konkan.

35. There was even less uniformity of system in the Salt Department in the Northern Konkan than in any of the other Collectorships which have been adverted to. In some Talookas the Saltpans paid land Revenue, independently of the duties to which the article was subject on exportation whether by sea or land.* In others, Panwell for instance, where there were very extensive Salt Colonies, although Government made advances, and bore half the expense of covering in the Salt during the Monsoon, no Land Revenue whatever was charged, and no advantage accrued to Government beyond the Land and Sea Customs' collections. Generally speaking, indeed, these two impositions constituted the only source of Revenue from Salt in this part of the Bombay Territories. It was even a not unfrequent practice in the Northern Konkan to encourage the manufacture of Salt by a species of bounty—viz., by the remission of Transit Duties, which it was usual to grant to the erectors of new pans in Caranjah, a practice which originated in certain general instructions in force for encouraging the cultivation of waste land, and gave rise to numerous applications for permission to erect new pans.

Southern Konkan.

36. The great place of manufacture and sale of Salt in the Southern Konkan was Penn, situated at the northern extremity of the Collectorship. There were indeed other Salt Marts, or what were called Meet Bunders, along the whole line of coast; but the whole, or nearly the whole, of the Salt procured there was imported by sea. The works at Penn were principally private property, the salt being manufactured by private individuals, and disposed of by them on their own account at the rate of 2 annas per bullock load.† The quantity of salt produced there far exceeded the produce of any of the other Salt Works under

* This Collectorship and Bombay seem to have been the only two from which Salt was exported by sea.

† A bullock load was equal to 6 Surat maunds, or about $2\frac{2}{3}$ Indian maunds.

the Bombay Presidency, not less than one-third of the Salt imported into the Deccan being from Penn; as in the Province of Guzerat, no part of it was exported by Sea. The importers of Salt at the different Meet Bunders were left quite uncontrolled in the disposal of it, on paying to Government the value of one-third of their importations, at a fixed average price, together with certain duties. This system however was one of more recent introduction; previously a very vexatious and restrictive system prevailed, under which the importers of Salt, besides being subjected to the exaction of one-third of their importations and numberless other duties which fell to the share of Government, were not allowed to sell their Salt as long as any part of that which had been previously imported was left, and were obliged to dispose of it to one person, to whom the Meet Bunders were annually farmed, and who enjoyed the exclusive privilege of selling it again to the inland dealers and others who came there in quest of the article. The Government Revenue from the manufactured Salt was chiefly levied in the shape of Land Customs.

Various shapes in which the Revenue was derived.

37. A Revenue from Salt thus appears to have been derived in the following various shapes.

First. By the sale of the Government share of the Salt produced at works the property of Government.

Second. By the rent of Salt Works the property of Government farmed out.

Third. By a duty paid on the produce of some private Salt Works.

Fourth. By a proportion of the sale proceeds of the produce of some private Salt Works.

Fifth. By a Land Revenue assessed on the Saltpans in some places, and by a quit rent taken in others.

Sixth. By Customs duties levied on the export and import by sea and the inland transit of the article.

38. Speaking generally it may be said, that Salt was subjected to Sea Customs at varying rates when exported or imported by sea, and to Land Transit Duties when taken inland, but that Salt consumed near the place of manufacture was in most cases subject to no duty whatsoever.

39. I have endeavoured in vain to ascertain, in any degree satisfactorily, the total Revenue derived from Salt, in the different ways above mentioned, for a series of years, or for any one year anterior to the passing of Act XXVII of 1837, much less the amount realized under each head, and was obliged to abandon the attempt after expending much time in fruitless efforts to reconcile, upon any considerations, or combination of considerations, the very conflicting figures extant on this subject.

40. In a statement of the total Revenue derived from Salt at each Presidency in each year, from 1834 to 1851, prepared in the India House, and appended to the First Report of the Select Committee of the House of Commons on Indian Territories of the Session of 1853, the gross Revenue derived at the Presidency of Bombay, from what is there called the Excise on Salt, for the year 1836-37, being the last full year prior to the levy of the Excise Duty of 8 annas per maund, imposed by Act XXVII of 1837, is set down at 2,35,242 rupees; the charges are set down at 26,710 rupees; the net Revenue, therefore was, 2,08,532 rupees; and this amount, I am led to conclude, from a consideration of the various documents which have come under my examination, represents only the proceeds of the tax, levied in kind or money, on the produce of private Salt Works, exclusive of all Sea Customs and Inland Transit Duties on the article; exclusive also of all land

and quit rents, and of the income from Salt Works, the property of Government.*

First inquiries on the question of realizing an improved Revenue from Salt.

41. The first inquiries in connection with the realization of an improved Revenue from Salt in the Bombay Presidency, commenced apparently so early as about the year 1816. In a dispatch to the Secret Committee of the Court of Directors, dated the 11th of December of that year, the Government of that Presidency stated the grounds on which the enactment of a Regulation imposing a prohibitory duty on the trade in Salt should be postponed until they should have ascertained how far such a measure might be advisable for the protection of the Revenue derived from that article.

42. Writing again on the 18th of June, 1823, with reference to the abovementioned dispatch, they represented that, as no Salt monopoly existed at the Presidency, and as the duties were of too trifling a nature to encourage a clandestine traffic in the article, no protective measures were called for in this branch of the Company's concerns; but that the result of their inquiries had led to an ascertainment of the practicability of improving the resources of the Presidency by enhancing the duty on Salt, in a degree that should not operate oppressively on the population.

Extent to which the Revenue was supposed to be susceptible of increase.

43. Every Collector, it appeared, with the exception of those in the Konkan, had recommended an increase of the duty on Salt. The Revenue it was stated, was susceptible of an increase—

	Rupees.	Rupees.
At Ahmedabad from	13,500	to 1,00,000
At Kaira from	2,650	to 43,750
At Broach from	7,700	to 13,100
At Surat from	46,368	to 1,60,000
Southern Konkan	34,656	no increase
Northern Konkan	30,000	„
Bombay from	12,000	to 24,000
Deccan	....	 2,59,037
Total	1,46,874	5,99,887
Deduct existing Revenue		1,46,874
Expected increase		4,53,013

44. But the Bombay Government entertained no doubt of being able to realize a Revenue from Salt, at least to the extent of three times the value above shown, which had been estimated on very defective data; in proof of which, they gave the result of the investigations in the Southern Konkan, which had been carried on with greater accuracy than in any other part of the Presidency.

45. The Collector of the Southern Konkan, it appeared, had ascertained that Salt could be manufactured to any extent at Penn, which was centrally situated for the supply of Poona, at the very trifling cost to the Company of two annas, or fifty reas, for twelve and a half Bombay maunds of 28 lbs. to the maund, equal to a little more than four maunds and one quarter of a maund of the present Indian standard of 82$\frac{2}{7}$ lbs. avoirdupois. From Poona the Salt, it was assumed, might be carried to every other station in the Deccan, and even to meet the foreign demand.

* This view has since been confirmed. I find that Mr. Hugh Stark, in his evidence before the Select Committee of 1836 (answers 1256 and 1259) stated, that the Revenue derived from Salt, at the various places of manufacture, both on the Island of Bombay, and in the British Territory on the continent, amounted to about two lacs of rupees, and that the receipts derived from the Transit Duties on Salt were estimated at about two lacs more.

46. The quantity required for the consumption of the Deccan was computed at 4,47,37,720 lbs.

	Rupees.	Rupees.
The value of that quantity at 45 lbs. for 1 rupee, which was considered a good experimental rate to begin with, would be	....	9,94,172
The deduction for prime cost was set down at	20,000	
And for carriage, wastage, and expenses of management, at	2,00,000	
		2,20,000
Leaving a net Revenue of Rupees		7,74,172

without taking into the calculation the increase of Revenue to be derived from an augmentation in the rate of supply to foreign territories.

47. It was further calculated that, on the terms on which Salt was procurable at Penn, the Island of Bombay could be advantageously supplied from the pans there, and the Revenue from Salt increased from 12,000 rupees to two lacs per annum, assuming the price of the annual supply to each individual at 91 reas, or a little more than 3 annas $7\frac{3}{4}$ pies, only.

48. And it was argued that, if a profit of upwards of 7 lacs of rupees were derivable from the consumption of Salt in the British Territories in the Deccan, at the moderate rate of 45 lbs. for the rupee, and of much more including the territories of the Raja of Sattara and the Southern Jagheerdars, it was not unreasonable to calculate on a similar Revenue from Guzerat, and the supply of the foreign demand in the extensive tract of country in the interior, which derives its supplies of Salt from the line of coast dependent on the Bombay Presidency.

49. The Government of Bombay further urged that, having applied to the Government of Fort St. George for information as to the effects of the Salt monopoly at that Presidency, as far as respected the Revenue, the hardship on the people, and the internal commerce of the country, they had on each of these points been represented as favourable, and that it was not unreasonable, therefore, to anticipate an equally advantageous result in the improvement of the resources of the Bombay Government, without detriment to the prosperity of the territories dependent on it.

Proposition of the Bombay Government to establish a Salt Monopoly and to fix the price of Salt at rupees 1 : 13 : 6 per Indian maund.

50. Upon these considerations, the Bombay Government recommended the establishment of a Salt monopoly under that Presidency, and submitted for the sanction of the Court of Directors, the Draft of a Regulation imposing a prohibitory duty on the import of Salt into any of the ports or places subject to the authority of the Bombay Government, and on the transit of all Salt through the British Territories annexed to that Presidency, except on such Salt as should be purchased at the Company's sales or depôts, and might be accompanied by a Rowannah from a Government officer, and fixing the maximum of the duty on Salt beyond which the Government was restricted from raising it, at 45lbs. per rupee, equal to a little more than 1 rupee 13 annas 6 pies per Indian maund.

51. By duty it may be presumed price was intended; assuming, therefore, the cost of manufacture at a trifle less than half an anna per maund, according to the calculations at paragraph 45, the profit on each maund, at the price above proposed, would be a trifle more than 1 rupee 13 annas per Indian maund.

52. The mode in which the internal management was to be conducted had not been settled—that part of the question, it was stated, was still under the consideration of the Bombay Government, with a view to the adoption of whatever system might prove most convenient to the community at large.

Proposition negatived by the Court of Directors, and their reasons for negativing it.

53. The Court, however, in their reply of the 11th of February, 1824, declined to sanction the measure, on the ground that, in the then circumstances of the larger portion of the territories under the Bombay Presidency, the proposal was at least premature.

54. The immediate and prospective advantages from the establishment of a monopoly of Salt did not, in the judgment of the Court, counterbalance the evils that might be apprehended from the measure at that time.

55. In districts recently acquired, and still in great measure unsettled, the taxation of an article necessary to subsistence must, the Court apprehended, be considered as grievous and oppressive; and they were of opinion that it would require a more perfect organization, than could, under the circumstances then existing, be expected, of the machinery of manufacture and distribution, to prevent the disproportionate enhancement of price beyond the actual addition of the Government Duty; and the deficiency of supply, even at the price so enhanced, especially among the poorest and most remote consumers.

Renewed inquiries on the question of realizing an improved Revenue without the establishment of a monopoly.

56. Here the question of improving the Salt Revenue seems to have rested until early in 1825, when in the 3rd paragraph of Mr. Secretary More's letter of the 25th of February of that year, the Bombay Customs' Committee, then recently appointed, were directed, among other instructions, "to peruse the proceedings that had passed connected with the Salt Department, and, without the slightest intention of forming a monopoly of the article, to suggest the best system for the future conduct of that branch of the internal trade, and the highest rate of increased duty which might be imposed on the article," it being set down as admitting of no question that it would unobjectionably bear an increased rate of duty.

57. The subject was very fully investigated by Mr. Bruce, a Member of the Committee, in two Minutes, one dated the 15th of May, 1825, the other dated the 6th of May, 1826.

Proposition to commute the Transit Duties of the Deccan and Konkan for an additional duty on Salt.

58. In an intermediate Minute dated the 5th of August, 1825, relative to the high rates of Customs levied upon the Deccan and Konkun trade as compared with that of Guzerat, and giving an outline of the modifications which it was in his opinion most advisable to adopt in consequence, Mr. Bruce recommended the imposition of an additional duty on Salt in part commutation of the Transit Duties levied in the Deccan and Konkan; the remaining part he suggested should be made good by means of Town Duties and a Frontier Duty on Grain. He had previously recommended a different substitute for the Transit Duties levied in the Island of Bombay and the Collectorships in Guzerat, having proposed to commute them for an additional duty on their maritime trade.

Proposition to levy an Excise duty on Salt, of 6 annas 4 pies per Indian maund, in commutation of the Transit Duties, leaving the manufacture free as heretofore.

59. In his final Minute of the 6th of May, 1826, Mr. Bruce observed, on the question of an improved system for the future conduct of the Salt Department, that that system appeared to him the best which would cause the fewest innovations, provided it levelled all improper distinctions, and was compatible with an efficient, mild, and economical realization of the Public Revenue. He therefore advised that no radical change should be made in the existing mode of management of the Salt Works in the different Collectorates; but that they should be allowed to continue as they were, in the hands of

Government and of private individuals, subject to the following modifications.

First. That the Government Revenue from Salt should be levied in the shape of a money payment, instead of in kind, or partly in kind and partly by money payments, as was then most frequently the case.

Second. That whatever duty it might be thought expedient to impose on Salt should be levied once, and at one place only; the article being allowed a free passage afterwards throughout the Company's Territories.

Third. That in all cases where the Saltpans were Government property and conducted by Government Officers, or where they were Government or private property, but worked or farmed by private individuals, and the produce supplied to Government at a stipulated price, the duty should be blended with the prime cost of the article, when it was sold and carried away from the pans.

Fourth. That were the Saltpans were private property, under private management, and the produce was disposed of on account of the proprietors, a duty should be payable on the spot by the exporters or purchasers of the Salt.

Fifth. That the duty on Salt, whether manufactured by Government or by private individuals, should be the same, except where it could be clearly shown that the latter was capable of being produced at so much less cost as to be able to bear a higher rate than the other; in which case the difference should only be such as to place the price of both on a par to the consumer.

Sixth. That no Salt should be exempted from paying the established duty, and that the work-people employed on the Government pans should receive money-wages instead of being paid in kind or by a share of the produce, as then.

Seventh. That the labour of the people employed in the manufacture of Salt, whether on Government or private pans, should be perfectly voluntary—all compulsion being strictly prohibited.

Eighth. That all Salt pans should either be equally subject to the payment of Land Revenue or equally exempted.

Ninth. That no new Saltpans should be anywhere hastily established, and that the opinions of the Collectors should be taken as to how far it might be practicable or expedient, with reference to the additional establishments required for the collection of the Government dues, to suppress any of the number then existing.

Tenth. That the attention of the Collector in the Northern Konkan should be particularly directed to these points, as the erection of new Salt Works in his district seemed to have been encouraged by artificial means, rather than to have originated in any increase of demand for the commodity.

Eleventh. That no right of priority of sale should be allowed to Government Salt, and that neither Government nor private Salt should be subject to any other restriction or interference than what might be absolutely requisite to a collection of the Public Revenue.

60. On the question of duty, basing his calculations on the proportion of the Transit Duties of the Deccan and Konkan, (assumed at 3,00,000 rupees),* to be made good by an increased rate of duty on Salt,

* Gross annual collections under the head of Transit Duties in the Deccan and Konkan on an average of 3 years ending with 1824-25 .. .. Rupees. 6,68,299
Deduct proportion estimated as derived from Salt alone 2,00,000
Remains 4,68,299

Of which 3,00,000 rupees to be made good by an increased duty on Salt, and the remainder (1,68,299 rupees) by means of Town Duties, and a Frontier Duty on Grain.

and on the quantity of Salt (taken at 6,10,666 bullock loads)* consumed in the two Collectorships of the Konkan and in the Surat Districts, and imported from thence into the Deccan, which would come under the operation of the measure, Mr. Bruce proposed, for those portions of the Bombay Presidency, a consolidated duty of 1 rupee and 30 reas per bullock load of six Surat maunds, equivalent to 6 annas 4 pies per Indian maund, being an increase of nearly five-sixths on the rate of duty then levied in various shapes, which was 2 quarters and 34 reas per bullock load of six Surat maunds, or about 3 annas 4 pies per Indian maund.

61. And this increased and consolidated duty Mr. Bruce was strongly tempted to recommend for universal adoption under the Bombay Presidency, notwithstanding that for the Transit Duties of the Island of Bombay and of the Collectorships in Guzerat (including Surat) a different substitute had been recommended, viz.: an additional duty on their maritime trade. The reasons given in explanation of the apparent anomaly of bringing Surat, at all events, under the operation, as has been seen, of both measures, it is not necessary to narrate.

62. As Mr. Bruce estimated that the Transit Duty, collected from Salt alone, amounted to nearly one-third of the whole amount of Transit Duties, he did not suppose that the additional tax upon Salt would materially increase the selling price of the article in the interior. He observed that, as the new impost would be accompanied with the abolition of Transit Duties, the collection of which, independently of undue exactions and other vexations to which the traders were exposed, could not fail to be attended with serious inconvenience, the measure would, in fact, be scarcely felt as a new burthen by the distant consumers.

63. The Government of Bombay approved generally of the principles laid down and the rate of duty proposed by Mr. Bruce, and requested him to draft a Regulation without delay for giving them effect.

64. In compliance with this call, Mr. Bruce, under date the 21st of August, 1826, submitted to the Bombay Government the draft of "a Regulation for realizing a Revenue from Salt manufactured in the Island of Bombay, and within the territories subject to the Presidency of Bombay, and for regulating the importation of foreign Salt into any port or place within the said island and territories."

65. The Bombay Government having taken the opinions of the several Collectors on this Draft-law, and Mr. Bruce's opinion on their reports, transmitted it, under date the 4th of June, 1828, together with the subsequent proceedings thereon, to the Court of Directors, leaving the whole question open to their examination and decision, with advertence to the scope of the reasoning contained in their dispatch of the 11th of February, 1824, before mentioned at paragraph 53, and on the ground that the majority of the members were of opinion that no measure should be taken which would indirectly produce an enhancement of the Transit Duty on Salt. The remarks of the Collectors related entirely to details connected with local circumstances, and did not affect the principles on which the law was founded.

66. A copy of the same papers was also, on the 16th of September,

* Number of bullock loads of Salt consumed in the Konkan and Surat 91,666
Number imported into the Deccan from the Salt pans in the Konkan and Surat 5,19,000

Total bullock loads to produce an additional Revenue of 3,00,000 rupees 6,10,666

1828, forwarded to the Government of India, who, in their reply dated the 16th of the following month, pointed out that any new or additional duty which it might be proposed to levy on the import, export, or transit of any article, must be imposed by the Local Government, the approval and confirmation of the same resting with the Home Authorities. Also, that the Home Authorities would naturally expect to receive from the Bombay Government a distinct decision in regard to the rate of duty to be imposed, the matter being one that must depend greatly on local circumstances. The Government of India therefore suggested that the Bombay Government should transmit to England, for the approval and confirmation of the Home Authorities, the Draft of a short Regulation, fixing the rate of duty to be levied, and the mode of its realization; subsidiary details being left for distinct consideration.

A maximum duty of 13 annas, 3 pies per Indian maund, proposed by the Bombay Government.

67. Accordingly, on the 1st of April, 1829, the Bombay Government transmitted to the Court of Directors another Draft of a Regulation, in which it was provided that the duty should be regulated by the orders of Government for each place respectively; but should, on no account, exceed ten annas on that measure of capacity termed the phurra, capable of containing ten and a-half puheelees of Salt, or for any smaller quantity in the said proportion. The puheelee* is a measure capable of containing a little more than $5\frac{6}{7}$ pounds avoirdupois; consequently the maximum rate of duty proposed by the Bombay Government was equivalent to a little more than 13 annas and 3 pies per Indian maund.

The Court of Directors express their approval of the proposed measure and rate of duty, viz., 6 annas 4 pies per Indian maund.

68. In their dispatch of the 10th of June, 1829, the Court pointed out to the Bombay Government, that as the draft which that Government had forwarded with its letter of the 4th of June, 1828, was not complete, the duty not being specified in it, but a blank left to be filled up by the Court, it was not in a state in which it could receive their sanction. They expressed however their approval of the proposed measure, and considered the rate of duty recommended by Mr. Bruce, viz., 1 rupee and 30 reas per six Surat maunds, reasonable and moderate. The Court's approval was conveyed in the following observations:—

"We understand that, as far as an increase of the Revenue derived from this source is contemplated, it is meant as a commutation merely for the Duties of Transit, which it is your purpose to abolish. In this light we regard the project with favour, as we have a strong conviction of the inconveniences which are attached to Transit Duties; and should, before this time, have ordered the abolition of them, if the state of your finances had appeared to admit a reduction of Revenue: we can have no doubt that the Revenue proposed to be raised upon Salt will be paid with much less inconvenience by the people than an equal amount in the shape of Transit Duties, provided the securities, sufficient to prevent smuggling, can be as easily applied as you seem to suppose.

"Had this been a measure, not of this nature, but a proposal for adding to the burthens of the people, we should have entertained very serious doubts of its propriety, for when we take into account the general depression to which the mis-government and revolution of former times have reduced the greater part of the country subject to your Government, our desire must be to afford relief by every means in our power rather than, in their present circumstances, to increase the demands upon the people.

"The mode of raising the Revenue from Salt at your Presidency has hitherto been very complicated, differing greatly in different places. It is now intended to put an end to these varying methods, and to realize the Revenue according to one simple principle, that of a fixed duty upon the manufactured article.

"In itself this method has great advantages, and it is only where

* [Spelt Pylee in the Glossary.]

local circumstances interfere with the means of protection against the smuggler, that any other plan ought ever to be preferred. If the view which you take of your resources for the attainment of this object is correct, there can be no doubt as to the propriety of the choice which you have made.

"One advantage of this mode of realizing the Revenue is, that it relieves Government from the business of the manufacturer, to which it is ill adapted.

"As the manufacture of Salt has, to a considerable extent, been heretofore carried on by your Government, there are Salt works at several places belonging to Government, which, upon the present plan, you will have to dispose of; and we see that you have, with great propriety, required answers to the question, in what manner it would be best to dispose of them, from the local officers.

"The choice seems to be between the sale of them, and letting them on lease.

"In either case a caution, which we see has not escaped the attention of the Customs' Committee, is necessary to be strictly observed. It is your declared purpose to raise the whole of the Revenue from the duty; care must therefore be taken, in disposing of the Salt works belonging to Government, to exact nothing in the way of Revenue, that is to take the real value of the property of the buildings, the pans, and other implements, such as they may be estimated at, or could be replaced for, and nothing beyond this; otherwise the parties who may purchase those works, or take them on lease, will be doubly taxed, once in this extra charge, and again in the duties which they will have to pay equally with all other manufacturers.

"All the Collectors we see give their opinion in favour of leasing the Salt works belonging to Government in preference to selling them. But in general they give their opinions nakedly, and unsupported by any reasons. Such reasons as they give, do not appear to us to have much weight in them.

"It may happen that a party desirous to engage for any of the Salt works belonging to Government, may, if his capital is limited, find it more convenient to pay an annual sum as a rent for the use of the works, than to part with the capital necessary to purchase them. We see not why Government should not, if such a party is preferable in other respects, engage with him on those terms, taking from him such a rent as is proportional to the value of the implements hired, and allowing him such a term as may seem mutually eligible.

"When the party, on the other hand, is disposed to make the purchase, we think it clear that it is desirable for Government to dispose of the works belonging to it, in this manner, and thus to have but one simple object in regard to this branch of Revenue to attend to, that of collecting the duty and preventing its evasion.

"We should imagine that with respect to a due supply of the market, you would have sufficient security in the freedom of competition, and, besides, we do not see that by disposing of the Salt Works of Government on lease, you would reserve to yourselves much power to remedy at any time the evil (if it should occur,) of a deficient supply; you are better judges than we can be of the degree of capital which is likely to be applied under the system of freedom to the manufacture of Salt at your Presidency. We see no reason to apprehend that it will not be ample. It seems to us also highly probable, that under the proposed equality of duty on Salt imported by sea, a considerable importation of Salt from the Coromandel Coast, will take place into the Bombay Territory, with great advantage to both Presidencies.

"Towards determining the rate of duty the only consideration which needs to be weighed, since it is to be regarded as a commutation for other taxes, is that of convenience, both as respects the Government and the people. If it is more convenient that the produce of the taxes which are to be remitted should be applied in this way than in any other, the policy of adopting this method is clear. We presume

that the rate of duty recommended by Mr. Bruce, a member of the Customs' Committee (who appears to have examined the subject carefully in all its bearings), in his letter dated the 5th of March, 1828, corresponds with the amount specified in his remarks on Section 14 of the proposed Regulation, namely, 1 rupee and 30 reas per 6 Surat maunds. This rate appears to be reasonable. It is not so high as to add materially to the cost of the article even to those, who, from their locality, have been the least subject heretofore to the burthen of the Transit Duty; and will be compensated for to those at a distance from the place of supply, by the discontinuance of the Transit Duty. It is at the same time computed, that the return from it will be so considerable, as to make up to Government the greater part of the defalcation which will arise from the abolition of the Transit Duties. The moderation of the tax is recommended by another consideration, that it will of course render it much less difficult to provide security against the evils of smuggling."

The Court of Directors sanction the proposed Regulation of the Bombay Government (never promulgated), fixing a maximum duty of 13 annas 3 pies per Indian maund.

69. In a subsequent dispatch, dated the 11th of August, 1830, the Court, with the approbation of the Commissioners for the Affairs of India, sanctioned the second Draft which the Bombay Government had forwarded on the 1st of April, 1829. They observed that, there was nothing in the Regulation which was not in conformity with the instructions contained in their former letter of the 10th of June, 1829, with the exception of the first clause of Section 4, in which provision had been made to admit of Salt being manufactured on account of Government, a mode of supply of which the Court did not recognise either the necessity or utility.

70. This Regulation, however, was never promulgated. Upon receipt of the approval of the Home Authorities, the local Officers were called upon to submit the information necessary to enable the Government to frame subsidiary rules for the management of the Salt Department, and to fix the actual amount of Duty to be levied in each Collectorate.

Reference of the question for the consideration of the Customs' Committee for India, sitting in Calcutta.

71. In 1835, full information was laid before the Bombay Government in a letter from the Revenue Commissioner dated the 24th of December of that year.

72. But as the modifications in the Salt Department were evidently intended to follow, and be dependent on, the general revision of the Bombay Customs, then under the consideration of the Customs' Committee for India, sitting in Calcutta, the Bombay Government in forwarding a copy of the abovementioned Report of the Revenue Commissioner and other papers to the Government of India, on the 11th of April, 1836, intimated that that Government would take no further steps in the matter until instructed by the Supreme Government.

73. Irrespectively of the above communication, the Government of India, in a letter dated the 31st of August, 1836, intimated to the Bombay Government that, having had under their consideration the Reports of the Committee for revising the Customs' Laws of India, with a view to its being determined whether or not to extend to the other Presidencies the tariff of duties on sea-borne commerce recently enacted for Bengal; and also whether it would be possible to extend to those Presidencies (Madras and Bombay) the benefit of an abolition of the Inland Transit and Town Duties, they had come to the decision that both these measures would be attended with too great a sacrifice of present Revenue to be hazarded in the present state of the finances of India; that they had accordingly determined to refer the question to the Authorities in England, and in the mean time had directed the Customs' Committee to make such "an examination and classification of existing imposts as would enable the

Supreme Government to determine which of them most required modification, and how far, through a partial assimilation of the Sea Tariffs of the other Presidencies to that of Bengal (that is so far as the change might be found productive of increased Revenue) or through the discovery of new, or the improvement of existing, resources (as the Salt Revenue of Bombay) the means might be found of relieving either Presidency from those parts of their system of taxation which might be deemed most injurious to Commerce and production."

Views and reasonings of the Customs' Committee on the question.

74. Acting upon these instructions the Customs' Committee sitting in Calcutta lost no time in first submitting for the consideration of the Bombay Government, in a letter dated the 2nd of November, 1836, their views on the question of the New Salt Duties, as the source whence the greater portion of the equivalent for the Transit Duties under Bombay might be most readily found, reserving their plan for the alleviation of the Transit Duties of the Bombay Presidency for a separate communication.

75. The Committee observed that an enhanced duty upon Salt had long been contemplated by the Government of Bombay as the means of supplying the loss of Revenue arising from the abolition of the Inland Duties, and that the propriety of this expectation had been distinctly admitted by the Government of India.

76. After the long investigation which the subject had undergone, the Committee deemed it unnecessary to enter into much detail of the measures proposed to be pursued for this object. They at once, therefore, addressed themselves to the principal question to be determined, viz.: the rate of duty which it might be practicable to lay on the Article with due regard to the means of evading the duty.

77. The size of the standard measure upon which the duty should be calculated formed a part of this question. Upon this point the Committee recommended that the new Indian maund of $82\frac{2}{7}$ lbs. avoirdupois, which had become the standard weight for all Government transactions throughout Bengal and Agra, and which it was in contemplation to introduce universally throughout India in Government transactions, at no distant period, should be declared the standard measure of the Bombay Presidency in the new Salt enactment.

The Committee's reasons for recommending an uniform Excise and Import Duty of 8 annas per Indian maund.

78. With respect to the rate of duty that should hereafter be levied upon this quantity, the Committee would, under ordinary circumstances, have suggested the rate recommended by Mr. Bruce and sanctioned by the Court, viz.:—1 rupee 30 reas per bullock-load of 6 Surat maunds, or 6 annas 4 pies per Indian maund; but under the altered view taken by the Government of India of the question of the Inland Duties, and the impossibility of abolishing them, unless an equivalent was found from some other source, there appeared to be no other alternative than that of fixing the Duty on Salt at that rate which the Committee were of opinion would be likely to ensure an equivalent for the greater portion of those duties. In this view, they strongly recommended the adoption of the rate of 8 annas a maund, as the lowest that could be expected to yield a surplus sufficiently large to induce the Government of India to abolish the Transit Duties throughout the Bombay Presidency, a measure which the Committee conceived ought to be effected at the earliest possible period.

79. According to a Statement prepared by the Committee, the rate of 8 annas per maund, supposing the quantity of Salt on which duty would be levied under the new law to be equal to that on which duty was then collected, would yield a gross surplus over the existing Revenue of a little more than 10 lakhs of rupees, exclusive of the Revenue which might be derived from Salt made on the Island of Bombay; but they conceived that a large sum must be deducted for the probable cost of a preventive establishment at the different Salt Works, and that allowance must be made also for that portion of the Bombay Duty which might be levied on Salt exported to the Madras Presidency and Calcutta, where the Revenue raised from the Salt Monopoly was too high to admit of the increased cost to Importers

which the new Bombay duty would entail on them, whilst the admission of Bombay certificates would necessarily operate as a diminution of the existing Salt Revenue of both Presidencies, for which they would be entitled to credit from the Bombay Government.

80. A further reason for fixing the Duty under the Bombay Presidency at 8 annas per maund was, that the rate under the Bengal Presidency was, with a few trifling exceptions, nowhere less than 1 rupee per maund. In the districts subject to the Bengal monopoly, 3 rupees per maund; in the Central Provinces, 2 rupees per maund; and in the Western Provinces, 1 rupee per maund were the rates received by Government; whilst in the several Provinces of the Madras Presidency the Revenue realized varied from about 12 annas to 1 rupee per maund.

81. The Committee recommended that the same duty (8 annas per Indian maund) should be levied on Salt imported by sea; and on that which was brought by land from any of the Foreign States bordering on the west, without reference to bottom, or place of manufacture, considering it to be more desirable that the people at large should be supplied with Salt at the cheapest possible rate, than that any particular shipping or manufacture should be encouraged, a principle which had been already recognised in Bengal, in regard to the Importation of Salt, by Act XIV, of 1836.

The Committee recommended the immediate abolition of the Transit Duties throughout the Presidency, and the simultaneous substitution of an excise of 8 annas per Indian maund on Salt, and of new or increased Import Duties on the maritime trade of the Port of Bombay.

82. In their letter of the 15th of November, 1836, submitting to the Bombay Government their plan for the alleviation of the Transit Duties, the Committee reverted to the subject of the proposed Salt Duty.

83. Gathering from the instructions issued to them by the Government of India, that the Town Duties of the Presidency, particularly those in Guzerat, were to be retained till the last, they proceeded in the first instance to ascertain the Revenue of the Land Customs after deducting Town Duties, and found them to amount in the Deccan and Southern* portion of the Presidency, to about 10½ lakhs gross, and in Guzerat to less than 3½ lakhs gross.

84. The Committee exhibited the amount of Town Duties to be reserved in Guzerat, but considered it impracticable to ascertain with any correctness, the amount which ought, in the spirit of the orders of the Government of India, to be deducted from the Land Customs of the Deccan, as partaking of the nature of Town or Consumption Duties or Municipal Taxes, and to be retained till the last.

85. The Thul-mor, or Import, and Thul-bhureet, or Export, Dues, and a few items in the Southern Mahoratta Country, evidently partook of the nature of the items to be reserved, but the Committee were satisfied that they were so completely identified with the machinery of the Transit Duties, and moreover so trifling in amount, as well as vexatious in their nature, that they could not be retained on their existing footing without manifest injury to the towns and larger villages. They therefore included them in their estimate of Inland Duties in the Deccan to be abolished.

86. The Committee could not satisfactorily ascertain the amount of charges to be deducted from the gross Inland Customs' receipts, as shown in paragraph 83; but as a certain portion was composed of compensation and pensions, they apprehend that the whole of the

* Southern Division.

	Rupees.
Deccan	7,90,916
Konkans..	2,57,226
	10,48,142

Northern Division

Guzerat	7,14,354	
Less Town Duties	3,84,573	
		3,29,781
	Rupees	13,77,923

existing charges would not be got rid of by mere abolition of the Inland Duties.

87. Assuming, however, that the Land Customs of the whole Presidency, except Guzerat, amounted to 9 lakhs net Revenue, they were of opinion, with reference to their former letter of the 2nd of the same month above mentioned, that the new Salt Duties, if the rate were fixed at 8 annas per Indian maund, would yield a sum nearly equivalent to the above sum.

88. Under that impression they recommended the immediate fixing of the duty on Salt, at the rate above named (8 annas per Indian maund), and also the immediate passing of an Act, to give effect to the new system in all its bearings; but with the express understanding that the abolition of the Transit Duties would be simultaneous with, if it did not precede, the imposition of the new duties on Salt.

89. There would then remain, the Land Customs in Guzerat to be provided for by some other equivalent.

90. This, the Committee thought, should be supplied by the imposition of the duties levied by Act No. XIV of 1836, upon imports into Bengal from the United Kingdom, and generally those fixed for import of enumerated articles in Schedule A of that Act, and they showed that if the duties therein specified were laid on the commerce of Bombay, and the drawbacks at the Port of Bombay continued for the present on their existing footing, there would be a gross increase on the Sea Customs' Revenue of Bombay, as it then stood, of about rupees 2,43,212, to meet the gross Land Customs of Guzerat of about rupees 3,25,000.

91. In these ways, the Committee pointed out equivalents of the Transit Duties of the whole Presidency, viz., by an increased and consolidated tax of 8 annas per Indian maund upon all the Salt manufactured within, or imported into, the Presidency, and by new or increased Import Duties on the maritime trade of the Port of Bombay.

All Inland Customs' Duties in the Konkan abolished.

92. The Government of Bombay having reported that they had come to the resolution of abolishing provisionally all Inland Customs' Duties in the Konkan, and had issued orders to carry the measure into effect, the Supreme Government replied, in a letter dated November 16, 1836, that they would not interfere with the arrangements already made for that purpose, feeling equal confidence to that expressed by the Bombay Government that the loss of the Revenue yielded by those oppressive taxes, if not immediately replaced by means of an improved external trade, must ultimately be made good through the extension of every means of production, and that thus at no distant period the measure would probably contribute even to augment the resources of the State.

93. In the meantime, however, the urgent necessity for similar measures of relief in other parts of the Bombay Presidency, and yet more under the Presidency of Madras, obliged the Supreme Government to recur to the principle before laid down, and to require that some immediate compensation should be sought for a portion at least of the assumed loss.

94. The Bombay Government were therefore informed that the Supreme Government looked favourably on the proposition that the desired compensation should be sought in an improved Salt Duty, as recommended by the Committee for revising the Customs' Laws, and thought that 8 annas per maund would be a less onerous tax than any other that could be devised for the purpose; and they were invited, if they approved of the measure, to prepare the Draft of an Act providing for its details.

Bombay Government submit the Drafts of two Acts, one for the abolition of the Transit Duties, the other for the imposition of the Salt Duties, and propose to fix the rate of

95. In compliance with this invitation the Bombay Government forwarded to the Government of India, with a letter dated the 24th of April, 1837, the Drafts of two Acts, one for the abolition of the existing Transit Duties, the other for the imposition of the new Salt Duties; but conceiving the rate of 8 annas per maund, recommended by the Customs' Committee, to be unnecessarily high, they proposed

Salt Excise at 6 annas instead of 8 annas, as recommended by the Committee.

to reduce it to 6 annas, to be levied in the form of an Excise on the manufacture. At the same time, they stated, that, if the Government of India should continue to think differently, they were prepared to acquiesce in the imposition of the higher rate, which would still be a considerable boon to the Presidency, if accompanied by a removal of the obnoxious exactions before mentioned.

The Government of India adhere to its opinion that a lower duty than 8 annas per Indian maund would not suffice to provide the amount of substitute for the Transit Duties to be abolished.

96. The Supreme Government in their reply of the 24th of May, 1837, adhered to their opinion that a less duty than 8 annas per Indian maund would not suffice to provide the amount of substitute for the Transit Duties to be abolished, with a view as well to general finance, as to the means which it was necessary to reserve for affording relief to the Presidency of Madras. But the Draft Act submitted from Bombay being very insufficient for imposing and enforcing such a tax, the Customs' Committee were requested to prepare the Draft of a Law, containing the necessary provisions in detail for imposing and enforcing an Excise Duty of 8 annas per maund on salt produced in Bombay, framed on the principle of licensing the manufacture, and watching production and store, and of not allowing removal from the manufacturer's store, except upon production of certificate of payment of the required duty.

Enactment of the first law, for imposing and enforcing an Excise Duty of 8 annas per maund. Act, No. XXVII, of 1837.

97. With a subsequent communication dated the 31st of May, 1837, the Supreme Government forwarded a copy of a sketch Draft Act for levying an excise on Salt manufactured or stored within the Bombay Presidency, which had been sent to the Customs' Committee for their opinion and suggestions, and requested to know whether, in the opinion of the Bombay Government, an Act so framed would suit the purposes desired.

98. The Bombay Government and Mr. Bruce, who was consulted by the Bombay Government, submitted their opinions at great length on the provisions of the Draft Act; and the suggestions of both having been carefully considered by the Supreme Government, and adopted to such extent as appeared advisable, the Draft Act was at length finally passed into law on the 8th of November, 1837, as Act No. XXVII of that year, nearly thirteen years after the subject was first brought under the formal consideration of the Bombay Customs' Committee, and more than eleven years after the preparation of the first Draft Law by Mr. Bruce.

Principle provisions of the first law.

99. The principal provisions of this first law for deriving a special Revenue from Salt in the Bombay Presidency, were shortly as follows:—

Section I.

100. A duty of 8 annas was imposed on every maund of 3,200 tolas of Salt delivered from any Salt Work in the territories subject to the Government of the Presidency of Bombay, unless remitted by the Government.

Section II.

101. The manufacture of Salt was prohibited until notice had been given to the Collector of the District of the intention to manufacture; such notice to describe the situation of the works, the names by which they were known, and, if the manufacture was carried on at more places than one, the distance of the places from one another.

Section III.

102. The Collector upon receiving such notice was required to depute one or more officers to be stationed at the place of manufacture.

Section IV.

103. Every officer stationed at any Salt Works was entitled to have free passage over all parts of the works at all times, to take account of Salt manufactured and stored, and to mark the Salt, and prevent the removal of it until the duty had been paid.

Section VII.

104. The Governor in Council might establish chowkeys near Salt Works, and authorize officers stationed thereat, to stop Salt irregularly removed; to search any suspected load passing any such chowkey, and to take and cancel any Salt Pass.

Sections VIII and IX.

105. The Collector might direct Salt Works to be destroyed, of which notice had not been given, and order the confiscation of any

Salt removed otherwise than according to rule, or stored clandestinely to evade duty.

106. Persons manufacturing Salt at any works whereof notice had not been given, or removing Salt otherwise than according to regulation, or counterfeiting the Collector's mark, or obstructing any officer in the exercise of his powers, were rendered liable to imprisonment, or fine, or both.

Sections X and XI.

107. Officers guilty of misfeasance or malversation, were in like manner subjected to imprisonment, or fine, or both.

Sections XII and XIII.

Simultaneous enactment of a law, abolishing the levy of all Transit Duties, and imposing a Customs' Duty equal to the Excise Duty (8 annas per maund), on all Salt imported from any foreign territory.—Act I of 1838.

108. Immediately afterwards, on the 3rd of January following, was passed Act I, of 1838, establishing a revised system of Sea and Land Customs, and so carrying into effect the remainder of the scheme connected with the new Excise Duty on Salt. By that Act the levy of Transit or Inland Customs' Duties in the territories[a] subject to the Bombay Presidency which had been suspended in September, 1837, was finally abolished, and under its provisions a Customs' Duty of 8 annas per maund of 80 tolahs per seer, being the same as the Excise Duty, was laid on all Salt not covered by a Pass, imported by sea into any port of the Presidency, whether in a British or Foreign bottom, and also on all Salt imported by land, from any Foreign European settlement, or any Native territory declared to be Foreign.

[a] Section II.
Section IV and Schedule A.
Sections VII, VIII, and Schedule A.

Salt, once excised, paid no further duty.
Section VII and Schedule B.
Section V and Schedule B.
Section XLIII.

109. Salt that had paid the Excise of 8 annas a maund was allowed to be exported by land free of Customs' Duty, and also by sea from any port or place in the Presidency of Bombay, whether in a British or Foreign bottom, and to be landed at any other port of the Presidency, and passed from such port into the interior, without the levy of any further duty, either of Excise or of Customs.

Committee appointed by the Bombay Government to consider the expediency of lightening the Excise on Salt consumed in the neighbourhood of the pans.

110. As soon as the new Salt Law was passed, the Bombay Government being of opinion that the measure would be oppressive, unless remissions of duty were granted in the case of Salt purchased for consumption within certain prescribed distances of the Saltpans, appointed a Committee to consider and devise some mode by which the expense of Salt consumed in the neighbourhood of the pans could be lightened from the full weight of the Excise Duty.

Committee consider exemption from, or a reduction of, the Excise Duty unnecessary, except in the case of salt-fish curers.

111. The Committee so appointed, after making the fullest inquiries, reported their opinion that no necessity existed for the exemption from, or reduction of, the Excise Duty in favour of any other class than that engaged in preparing and curing salt-fish.

The Export and Import Duty on salt-fish remitted, in consideration of the fishermen using excised Salt in the preparation of that article.

112. It was not considered expedient to allow that class any special exemption from the Excise upon Salt, but it was ultimately decided, with the view of extending relief to fishermen engaged in the trade of salting fish, that, in consideration of their using Excised Salt, their fish should be allowed free export, in remission of the general Export Duty on that article, and also free import, in remission of the general Import Duty, when the fish was brought from any Port of the Bombay Presidency.

Value of the foregoing exemption.

113. By Act No. VI of 1848, no duty is now chargeable on any goods lawfully carried from any port in the territories subject to the Government of the East India Company to any other port in the said territories, with exception to certain free ports.* But the above-mentioned exemption from duty in favour of salted fish is still in force, and of value, in the case of exportations to all ports beyond India, and to the free Indian ports, and amounts to the remission of a duty of 3 per cent. on the value of such exportations, that being the present rate of Customs to which the article would otherwise be liable† on export to the ports in question.

Annual loss of Revenue by the substitution of an Excise upon Salt, in commutation of the Transit Duties.

114. In a financial view, the measure of substituting an Eight-anna Excise upon Salt, in commutation of the Transit Duties, appears

* Act VII of 1848.
† Act I of 1852, Schedule B, item No. 13.

to have resulted in an annual loss of Revenue to the amount of rupees 2,51,607, as follows :—

		Rupees.
Annual amount of Revenue relinquished by the abolition of Transit Duties under Act I of 1838		11,55,976
Ditto by the abolition of British Transit Duties levied in places not included in British territorial jurisdiction		30,565
Annual compensations for the abolition of Transit Duties to hereditary proprietors and officers, &c.		2,48,404
Net Revenue annually derived from Salt prior to the Eight-anna Excise, see paragraph 40		2,08,532
Annual compensations to hereditary officers, and other claimants, on account of their dues on the Salt Revenue, which they were prohibited from levying under the new measure		17,402
		16,60,879
Gross Revenue annually derived from the Eight-anna Excise upon Salt, on an average of six years, from 1838-39, the first full year of that rate, to 1843-44, the last full year of the same	15,48,469	
Deduct the average annual charges for the same period	1,39,197	
		14,09,272
Annual deficiency by the commutation		2,51,607

115. The items of Revenue relinquished have been taken from a statement and copies of correspondence received with a letter from Mr. Secretary Townsend to the Government of India, dated the 27th of August, 1845, and are the latest, and most authentic, procurable. The amount of Revenue per contra, realized from Salt under the Eight-anna Excise, has been derived from the Parliamentary return mentioned at paragraph 40.

116. The financial results of the revised system of Sea Customs established by Act I of 1838 have been excluded from consideration, because although the measure was projected in connection with the abolition of the Transit Duties, it was one of improvement in its own department which would have been adopted at any rate.

Comprehensiveness of the measure abolishing the Transit Duties.

117. The abolition of the Transit Duties throughout the Presidency, it should be observed, was so complete and comprehensive as to include all those levied in Jagheer States not subject to British territorial jurisdiction, rupees 61,142 of the total annual compensations, amounting, as shown by the foregoing figures, to rupees, 2,48,404 being payable to Jagheerdars, on whom it was not imperative to abolish the Transit Duties, and to Huckdars, or claimants of certain dues thereon, in their Jagheers.

Amount of other taxes relinquished prior to the abolition of the Transit Duties.*

118. And it should not be overlooked, that prior to the abolition of the Transit Duties, a number of petty and very objectionable taxes amounting in the aggregate to rupees, 6,78,312 had at different periods, in the course of the previous twenty years, been relinquished in the Bombay Presidency.

Determination of the Government of India to raise the Salt Excise from 8 annas to 12 annas on the Indian maund, in commutation of the Town Duties, Mohturpha, and other vexatious taxes still levied.

119. By Section III, Act I of 1838, the Town Duties of the Presidency, were specially reserved, when the Transit or Inland Customs' Duties were abolished.

120. Very soon after, however, the Town Duties, Mohturpha, or taxes on trades and professions, and other irregular local cesses of the same class, were taken into consideration, and the Reports of Messrs. Borrodaile and Langford, who were successively commissioned to

	Rupees.
* Kaira	16 194
Surat	14 689
Tannah	3,09.892
Khandeish	1,71,930
Ahmednuggur	42.063
Poona, including Sholapoor	1,00,860
Belgaum	2,323
Dharwar	3,615
Rutnagherry	16,746
Total ..	Rupees 6,78,312

investigate the subject, were communicated to the Government of India, by the Bombay Government in letters dated, respectively, the 22nd of June, 1840, and the 22nd of October, 1841.

121. The whole net Revenue realized throughout the Presidency, from the above sources was estimated at the time at 9,10,119 rupees, realized in about equal proportions from Town Duties, and from the Mohturpha and other taxes classed with those local assessments.

122. It is not necessary to enter into a detail of these taxes, and the system of administering them; suffice it to say, that they were so full of inequalities, anomalies and complications, that it would be almost vain to inquire from what objections and abuses they were even free.

123. Entertaining this impression, the Government of India informed the Bombay Government, in a letter dated the 8th of March, 1843, that the extraordinary and multifarious exactions brought under review by their several Reports on the subject, must be at once abolished, as completely and as generally as the Transit or Inland Customs had been, for in no modified shape could such imposts be established without leaving a permanent load on industry and production, such as extreme financial pressure alone could justify. It was, at the same time, determined to abolish, as a source of taxation, the imposts laid in various ways on fishermen, fishing boats, fixing stakes, &c., these being, in fact, only another form of Mohturpha.

124. In order to compensate for the loss of Revenue which this measure would occasion, the most expedient course, it was thought, would be, to raise the Salt Excise from 8 to 12 annas on the Indian maund. It was expected that this addition of 4 annas to the rate would give, without the least additional charge, the amount that might be required, while the burthen of the tax would be distributed so as scarcely to touch the consumption price at which Salt was then retailed; and it was presumed, that, if the additional levy of 4 annas were specifically imposed as the equivalent for the abolition of Town Duties, and of so many other vexatious levies which then bore on the population, the justice and expediency of the measure would be everywhere evident, and that the substitution would be accepted with gratitude as a boon, and be popular throughout the Presidency.

Subsequent resolution to raise the Salt Excise from 8 annas to 1 rupee per Indian maund.

125. Subsequently, the Government of India resolved to raise the Salt Excise from 8 annas to 1 rupee per maund, instead of raising it to only 12 annas, as originally proposed, partly on financial considerations, but principally because, having determined to raise the average price of Salt in the Madras Presidency from 15 annas to 1 rupee 8 annas per maund, in compensation for the amount of Revenue to be sacrificed by the abolition of the Inland, Transit, and Town Duties of that Presidency, it was necessary, in order to equalise prices, and prevent the Salt of one Presidency from underselling that of the other, to raise the duty in the Bombay Presidency, and that simultaneously, to 1 rupee per maund.

Departure from the original intention of abolishing the Town Duties, and other taxes, simultaneously with the imposition of the increased duty on Salt.

126. The original intention of the Government of India was, to abolish the Town Duties and other vexatious taxes which were still levied in the Bombay Presidency, simultaneously with the imposition of the increased duty on Salt; but, as the Act for increasing the Salt Tax and abolishing the Inland, Transit, and Town Duties in the Madras Presidency, was ready for immediate enactment, and as it was necessary that the increase of the Salt Tax should be simultaneous at both Presidencies, it was not thought expedient to delay these two measures any longer pending the receipt of the information required from the Bombay Government, and which had been repeatedly called for, to enable the Government of India to legislate with respect to the Town Duties, and other cesses which it was determined to abolish within that Presidency. It was therefore resolved to carry them into effect at once, leaving the question of the Bombay Duties above mentioned open to further consideration after its details should have been finally inquired into.

Law passed increasing the Excise and Import Duties on Salt to 1 rupee per Indian maund.—Act, No. XVI, of 1844.

127. Accordingly, the Madras Act (No. VI of 1844) abolishing the levy of Inland, Transit, and Town Duties, and fixing the price to be paid for Salt purchased for Home Consumption at 1 rupee 8 annas per Indian maund, having been passed on the 16th of March, to have effect from the 1st of April, the Bombay Act (No. XVI of 1844), for increasing the Excise and Import Duties previously payable to the Government on Salt manufactured within, or imported into, that Presidency, was passed on the 27th of July, to have effect from the 1st of September.

Provisions of the Law.

128. By this Bombay Act, the Excise and Import Duty on Salt was raised from 8 annas per maund of 3,200 tolahs, as fixed by Section I, Act XXVII of 1837, to 1 rupee per maund, of the same weight, and certain provisions of Act I of 1838 relating to the import and export of Salt by sea were repealed and reenacted, so as to provide for this increase in the Excise and Import Duty, the law, excepting as to this increase, thus remaining the same as before.

The Court of Directors interdict a higher rate of duty than 12 annas.

129. Shortly after the Act was passed, and before the date on which it was to take effect, a dispatch, dated the 3rd of July, 1844, was received from the Court of Directors, directing that the rate of duty on Salt, if raised at all, should on no account be fixed at a higher amount than 12 annas per maund. In the same dispatch the Court directed the immediate reduction of the price of Salt in the Madras Presidency from 1 rupee, 8 annas per maund, as fixed by Act No. VI of 1844, to 1 rupee per maund, under the power reserved to the Government by Section XLIV of that Act, thereby removing the principal reason for the continuance of the higher rate of 1 rupee per maund under the Bombay Presidency.

Duty reduced accordingly to 12 annas.

130. In compliance with these orders, the Government of India informed the Bombay Government in a letter dated and dispatched on the 31st of August, 1844, that the Excise and Import Duties payable on Salt from the 1st proximo, were to be reduced from 1 rupee, as fixed by Act XVI of 1844, to 12 annas per maund.

Law passed abolishing Town Duties, and other specified taxes of a vexatious kind, throughout the Presidency.—Act, No. XIX, of 1844.

131. And on the 14th of September, the long expected information from Bombay having been received in a letter dated the 6th of the previous month, the Government of India transmitted to the Government of Bombay, a copy of an Act, No. XIX of 1844, which had been that day passed, for abolishing from the 1st of October, 1844, all Town Duties, Kussub Veeras,* Mohturphas,† Bullootee‡ taxes, and cesses of every kind on trades or professions, under whatsoever name levied within the Presidency of Bombay, and not forming a part of the Land Revenue.

Ill consequences of the departure from the original intention of remitting the old taxes simultaneously with the imposition of the higher tax on Salt.

132. It is to be regretted that the introduction of the increased Excise on Salt was not accompanied by that measure of relief which the Government of India had originally regarded as its necessary concomitant, so that both measures, viz., the imposition of the higher tax on Salt, and the remission of the old taxes might have borne their true character of different parts of one great measure of relief to the Presidency generally. If this had been done, or if the precaution had been taken to assure the people that only a financial adjustment of taxation on equitable principles was intended, and that the imposition of the increased Excise on Salt was to be compensated by immediate relief from other imposts, the disturbances which occurred at Surat, on the intelligence of the increase of the Salt Tax becoming known there, would not, according to the representations of the principal inhabitants of that city, as reported by the Local Officers, have taken place, and it may be presumed that, on the contrary, the measure would everywhere have been hailed as an act of enlightened and beneficial policy.

* Taxes on shops, trades, and professions, chiefly levied in Guzerat and Khandeish.

† Taxes of a similar nature usually thus designated in the Deccan, Konkan, and Southern Mahratta country.

‡ Taxes on the hereditary village officers and artisans.

133. In Campbell's "Modern India" (page 386,) it is stated that, in consequence of the serious riot at Surat, the Government compromised the matter by reducing the duty from 1 rupee to 12 annas. This, however, is an incorrect statement, which it may be as well to rectify. Act XVI. of 1844, raising the tax to 1 rupee was only promulgated in Surat on the 28th of August, and the riot did not commence till the next day; consequently the orders of the Government of India of the the 3st of August, founded on the Court's dispatch, dated the 3rd of July preceding, directing the reduction of the tax to 12 annas, must have been issued before it was possible for the Supreme Government to have received intimation of the insurrectionary spirit which had manifested itself at Surat, and could not possibly have been influenced or expedited by that manifestation.

The reduction of the duty from 1 rupee to 12 annas per Indian maund, was not a compromise yielded to the disturbances at Surat, as stated in Campbell's "Modern India."

134. According to a paper furnished to me from the Chief Secretary's Office at Bombay, the actual amount of Annual Revenue relinquished by the abolition of Town Duties and other Taxes under Act XIX of 1844, including compensation to huckdars, and the various imposts on fishermen, as shown by the latest and most authentic Returns, was rupees 10,88,501, as follows:—

Amount of the Town Duties, and other taxes relinquished.

	Rupees.
Town Duties	5,16,995
Mohturpha and Kussub Veeras	3,16,411
Ballootee	92,705
Taxes on Fishermen	47,559
Sundry Irregular Cesses	9,440
Other Taxes partaking of the nature of the four preceding, but indiscriminately accounted for	1,07,274
	10,90,384
Add Annual Compensations to Huckdars..	54,903
	11,45,287
Deduct charges of collection saved ..	56,786
Net Annual Revenue relinquished ..	10,88,501

135. On the other hand, the net increase of Revenue realized from the increased Excise on Salt, on an average of eight years, from 1845-46, the first full year of the Twelve-annas Rate, to 1852-53, the latest year for which I have received a complete account, was rupees 7,31,720, as follows:—the figures being derived, up to the year 1850-51, from the Parliamentary Return before mentioned, and for the two subsequent years from official papers furnished to me at Bombay.

Amount increase of Revenue derived from the increased Excise on Salt.

	Rupees.
Gross Revenue Annually derived from the 12 annas rate, on an average of 8 years from 1845-46, to 1852-53	23,17,859
Deduct the average Annual charges for the same period	1,76,867
Net Revenue	21,40,992
Deduct net average Revenue Annually realized, previously under the Eight-annas Rate—(See paragraph 114)	14,09,272
Net Annual increase under the Twelve-annas Rate	7,31,720

Annual loss of Revenue by the commutation.

136. It thus appears, that the measure of increasing the Excise upon Salt to the extent of 4 annas per maund, in commutation of the Town Duties and other taxes abolished by Act XIX of 1844, has been attended, so far, with an annual loss of Revenue on an average, to the amount of rupees 3,56,781, making, with the previous loss of rupees 2,51,607 under the Eight-annas Rate, a total annual deficiency of rupees 6,08,388.*

Annual loss of Revenue by the two commutations.

137. In a financial view, therefore, the measure of substituting an Excise upon Salt, in commutation for other taxes relinquished, has resulted, so far, in an annual loss of Revenue to the amount of rupees 2,51,607 under the Eight-annas Rate, and of rupees 6,08,388 under the Twelve-annas Rate, while the present annual loss, taking the latest year, 1852-53, is rupees 4,91,114.†

Amount annual deficiency in the Revenue by the abolition of obnoxious taxes, not made up by the Salt Excise.

138. And if to these figures were added the petty taxes, amounting to rupees 6,78,312 per annum, mentioned at paragraph 118, relinquished without compensation, prior to the introduction of the Salt Excise, the deficiency under the Eight-annas Rate would be increased to rupees 9,29,919, under the Twelve-annas Rate to rupees 12,86,700, and the present deficiency to rupees 11,69,426.

Proposition to enact more stringent rules against smuggling, and to empower the Bombay Government to suppress all Salt Works not producing annually 1,000 Indian maunds of Salt.

139. In their letter of the 6th of August, 1844, before mentioned, received after Act XVI of 1844 had been passed, the Government of Bombay had expressed an opinion that it would be necessary to adopt more stringent rules to guard against smuggling if the Excise Duty on Salt were enhanced; and that, in order to exercise the necessary control over the Salt manufacture, the right of that Government to regulate the construction of new Salt Works, and to suppress all which did not produce sufficient to cover the cost of watching them, and managing the Excise, should be recognised by law. It was proposed, in consequence, to introduce a clause in Act XIX of 1844 (then before the Legislative Council in draft) authorizing the Government of Bombay to suppress all Salt Works not producing annually 1,000 Indian maunds of Salt, if it should deem such a measure expedient.

The Government of India reluctant to entertain the proposition at that time.

140. But, ultimately, the Government of India, in their letter dated the 14th of September, 1844, expressed their reluctance to mix up with the question of abolition of Town Duties and Taxes any stringent provisions for better providing for the protection of the Salt Excise Revenue, remarking, at the same time, that, in the event of such measures being considered indispensable, they would be prepared to pass such an enactment as circumstances might demand.

*

	Rupees.
Amount of Taxes abolished	10,88,501
Deduct increase in the Salt Revenue	7,31,720
Deficiency	3,56,781
Add previous loss under the 8 annas rate—(See paragraph 114)	2,51,607
Total Annual deficiency	6,08,388

†

	Rupees.
Amount of Taxes relinquished on the introduction of the Eight-annas Excise—(See paragraph 114) ..	16,60,879
Ditto, on the introduction of the 12 annas rate—(See paragraph 134)	10,88,501
Total Taxes relinquished	27,49,380
Gross Revenue of the Salt Excise for 1852–53 .. .. 24.62,261	
Deduct charges 2,03,995	
Net Revenue	22,58,266
Present Annual deficiency	4,91,114

Proposition revived.

141. With reference to the above communication, the Bombay Government revived the consideration of the question in a letter dated the 28th of April, 1846, with which they submitted a correspondence with Mr. Pringle, the Revenue Commissioner of the Northern Division, on the subject of the suppression of Salt Works in the Southern Konkan, of which the produce was inconsiderable, and the Draft of a Law for the better protection of the Salt Excise Revenue, the necessity for which, they were of opinion, had been clearly established.

142. It had been admitted, in former discussions on the question, that Government had not the power, under the existing law, of preventing or suppressing Salt Works in opposition to an unconditional usufructuary right; but it was considered very desirable for the interests of the Revenue, that the Government should possess this power, by law, over all Salt Works, by whatever tenure held; the suppression of Works being made dependent on their not having produced, during three seasons, an annual average of 1,000 Indian maunds of Salt.

Further propositions for the better protection of the Salt Excise Revenue.

143. In continuation of their letter above mentioned, the Bombay Government submitted, with a letter dated the 25th of September, 1848, the Draft of another Act, with a request that the different Sections of which it was composed might be blended with the Draft Act submitted in 1846, and the whole passed into Law as early as possible. This Act was for rendering the conveyances in which smuggled Salt might be seized, liable to confiscation, and making the penal provisions relative to the illicit removal of Salt within the Company's Territories applicable also to smuggling from beyond the frontier. It was stated that the vehicles in which it was attempted to smuggle Salt across our frontier, and the animals which drew them, were not considered liable to confiscation with the Salt itself; and that, such being the state of the Law, the Officers of Government were clearly not empowered to exact any sufficient penalties from the smugglers of foreign Salt into our Territories; consequently, that further legislation for the due protection of the Salt Excise Revenue was required.

Law passed for the better protection of the Salt Revenue.—Act, No. XXXI, of 1850.

144. The Bombay Government continuing to represent that there was very urgent necessity for the enactment, the Draft of an Act "for protecting the Salt Revenue in Bombay," and intended to provide both for the control by the Local Government of all Salt Works under the Presidency, and for the better prevention of smuggling carried on in that article, was read in Council for the first time on the 11th of April 1850, in accordance with the views first propounded in 1844, when the question of enhancing the rate of Excise Duty was under consideration, and, after some alterations, made at the suggestion of the Bombay authorities, was finally passed into Law on the 9th of August 1850, as Act No. XXXI.

Provisions of the Law.

145. By this Act it was enacted, that a duty of Customs should be levied on Salt passing by land into, or out of, Foreign European Settlements, or Territories declared to be Foreign, at the same rate as the Excise Duty.

146. That any person concerned in passing Salt by land or sea, contrary to the provisions of the Act in question, or any other Act, should be punishable with imprisonment for a term not exceeding 3 months, or fine not exceeding 500 rupees, or both, and that all Salt so passed, or attempted to be passed, and all vessels, carriages and animals, used in so passing it, and the contents of any package in which such Salt might be concealed, should be liable to confiscation at the discretion of the Government, but might be redeemed on payment of such fine as might be thought reasonable.

147. That informers, or other persons, through whose means any seizure of Salt was made, might be rewarded.

148. That no new Salt Works should be established, and no old works not in use at the time of passing the Act, or which should thereafter be abandoned during three consecutive seasons, should be re-opened without the permission of the Government, and that any person infringing these prohibitions should be punishable with imprisonment or fine as above, or both.

149. That the Government might, at its discretion, suppress any Salt Work which, on an average of any three years, did not produce yearly at least 5,000 Indian maunds of Salt.

150. And finally, that Section 7 Act 27 of 1837, which provides for the establishment of Chowkeys in the vicinity of Salt Works, should be applicable to any tracts of country where Salt is found.

151. The fine in lieu of confiscation was intended to meet cases in which the latter would be an unduly severe punishment, and cases in which it might be more convenient to impose a fine than to confiscate property; and the suppression of Salt Works was made dependent on their not producing yearly, on an average of any three years, 5,000 Indian maunds, in lieu, as originally proposed, of 1,000 maunds, which was considered too small a quantity.

Laws passed by which the Import Duty on Salt was reduced from one rupee to 12 annas per Indian maund.—Acts, Nos. I and II, of 1852.

152. The next laws affecting the Salt Revenue were Acts I and II of 1852, both passed on the same day, the one entitled "An Act for the Consolidation and Amendment of the Laws relating to the Customs under the Presidency of Bombay," the other, "An Act for the collection of Land Customs on certain foreign frontiers of that Presidency," Act No. 1 of 1852 repealed specifically Act No. 1 of 1838, except in so far as it repealed any other Regulation or Act, and generally, all other Acts of the Bombay Code (so including Acts XVI of 1844 and XXXI of 1850) in so far as they prescribed the levy of any Customs' Duties on Salt, as well on transit by land as on import or export by sea, or in any way related to such duties; but the repealed provisions of these three Laws were re-enacted in the two Acts of 1852, with little or no alteration, beyond fixing the Customs' Duty on Salt not covered by a pass, imported by sea or land, at 12 annas per Indian maund, in place of one rupee.

153. Having thus traced the past history of the Salt Revenue, and the course of Legislation relating to it, from the earliest to the latest enactment, I proceed to describe in full detail the mode of manufacturing Salt, and the system of administering the Revenue as they now exist.

SECTION II.

MODE OF MANUFACTURING SALT, AND SYSTEM OF ADMINISTERING THE REVENUE NOW IN OPERATION.

Process of manufacture and quantity of Salt produced.

154. The Salt of the Bombay Presidency is obtained entirely by solar evaporation; and the total quantity thus produced, according to the actual annual average of the last three years, 1850-51 to 1852-53 is Indian maunds 46,29,946.

Two classes of Salt manufactured, viz., Sea or Coast Salt, and Inland Salt.

155. It may be classified under two heads, Sea or Coast Salt, and Salt manufactured in the Inland Districts. The former is by far the most extensively produced, constituting about nine-tenths of the entire Salt of the Presidency.

Coast Salt where manufactured.

156. The manufacture of Sea Salt is carried on in the Island of Bombay, and more or less in every district on the sea board of the

Presidency, from Rairee on the Goa Frontier, southward, to the shores of the Gulf of Cambay, in a northerly direction. The Inland Salt manufacture is met with almost exclusively on the eastern border of the Saline Desert, known as the Little Runn of Cutch; but small quantities of very impure Salt are also produced in the Deccan, by washing saline earths.

Inland Salt where manufactured.

157. Accompanying are four Plans,* laid down according to actual survey, two of Salt Works on the Coast, situated respectively in the villages of Jeao and Oomurtulungpore, in the Surat Collectorate, and two of Inland Salt Works situated at Patree and Ooroo, on the borders of the Little Runn of Cutch, in the Ahmedabad Collectorate. A reference to these plans and to the appended drawings and descriptions of the several implements used in the manufacture and issue of Salt, of which models also accompany, will render the following description of the process of manufacture, and system of management more readily intelligible.

Plans of Coast and Inland Salt Works, and drawings and models of implements used in the manufacture.

Appendix A.

158. Before entering upon a detailed account of the process of manufacture it may be useful to describe, in general terms, the most prominent and characteristic features of the localities in which Salt Works occur, giving precedence to those on the coast.

General features of the localities in which Salt Works occur.

159. At the heads of the estuaries, and on the banks of the tidal creeks, which are numerous on this coast, it is common to find tracts of flat alluvial land, varying in area from a few acres to several square miles, which are subject to inundation by the sea at high spring tides. These mud banks would appear to have been formed, in the course of ages, by the gradual silting-up of shallow bays, and by the formation of alluvial deposits on the banks of rivers and streams, more especially at points near their out-fall into the sea.

160. The nature of these alluvial deposits necessarily varies, corresponding with the geological formation of the surrounding country. In some places they are entirely unfit for the construction of Salt Works, in others they are, more or less, suited to that purpose, according as the muddy alluvium of which they consist may be more or less impermeable by water, free from pebbles, shells, sand, and all granular substances, plastic when in a wet condition, hard and unyielding when dry, and not readily pulverizable, so as to be raised by the wind in the form of dust.

161 But one of the most essential local conditions requisite for the formation of Salt Works on the coast is that of ground level. This should be from one to three feet below the level of the high spring tides. Upon the maintenance of a level approaching these limits depends, on the one hand, the possibility of admitting at proper intervals the necessary supplies of sea water, without resorting to artificial means for raising it; and, on the other, the practicability of reclaiming the ground from the sea without extensive and costly embankments.

162. In a state of nature, the ground on which the Coast Salt Works are established, being liable to inundation by high tides, is of course sterile and waste. On the edges of the small though deep Nullas, excavated by the advancing and receding tides through the yielding material in all directions, is found usually a growth of mangrove, and here and there a few marine shrubs and herbs. When reclaimed from the sea, however, the surface in the Konkan and the Island of Bombay gradually assumes a somewhat improved aspect. In some instances, coarse tufts of a reedy grass spring up, and portions of the reclaimed area are, after a few years, cultivated with a peculiar variety of rice which thrives in saline soils. In Guzerat, the Salt plains are generally perfectly barren.

* Plans 2 to 5.

163. The line of demarcation between these reclaimed lands and the neighbouring country is generally abrupt but open; a fertile soil, groves, fields, and even gardens, are not unfrequently found within a few yards of the verge of the saline flats.

Size and cost of embankments required for the reclamation of Salt lands.

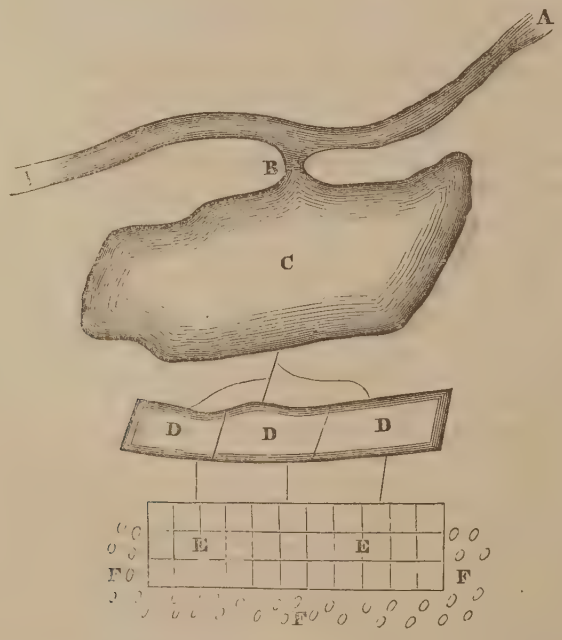
164. The size and cost of the embankments by which the sea is excluded from these tracts, are of course dependent on the circumstances of varying level, and exposure to the force of the ocean waves. Occasionally, the embankments and sluices are of masonry; but, generally speaking, being erected in sheltered situations, they consist of earth-work of a very slight and inexpensive construction. It usually happens that the area reclaimed by a set of embankments, is sufficient to accommodate two or three sets of Saltpans, in some cases many more, which are necessarily in close proximity to each other, and usually derive their supplies of sea water through a series of embanked channels, which, as well as the external embankment, are common to all, and are kept in repair at the common cost, under rules and regulations varying at every locality. It is an important part of the duty of the Government Officers to see that these rules are strictly enforced, as any neglect in this respect would be productive of serious consequences.

"Agurs" or sets of pans fall naturally into groups called "Suzas."

165. The various Saltpans thus naturally fall into groups, consisting of an indefinite number of "Agurs," as the sets of pans are locally designated. Such groups are called "Suzas," and usually constitute the separate charge of a defined Establishment of Government Officers, as will be hereafter explained.

Process of manufacture on the coast. The component parts of an Agur, and their uses. The pandhurrun or reservoir.

166. The several parts of which an "Agur," or set of pans consists, are very simple, and may be readily comprehended by a reference to the diagram below:—



A represents the channel by which the waters of the high spring tides are admitted, and allowed to flow through the passage at B into the reservoir C, called "pandhurrun" or "khuzeenah." This reservoir is usually of irregular form, adapting itself to the irregularities of the ground. It is surrounded, like every part of the works, by an embankment, and the water it contains is usually from two to three feet in depth. The sea water is admitted at high spring tides into this reservoir, where the

earthy and other impurities subside, and evaporation to a certain extent takes place; a portion of the contents is then, as required, drawn off into the series of smaller reservoirs, marked D, called "tapownee."

The tapownee or brine pits.

167. The depth of water admitted into the tapownee or brinepits, is from about 9 to 18 inches, and it is allowed to remain exposed to the sun and air for a period of 10 or 14 days, or until it has become a highly concentrated saline solution. It is ready for admission into the crystallizing beds, or pans, when it shows a disposition to form crystals round any twig or foreign body that may afford a nucleus. The brine is then of a slightly brown colour, and all the marine animalculæ, which abound in the water when first admitted, have perished and disappeared.

The koondies or evaporating beds—their preparation.

168. The brine is now admitted into the evaporating beds, or pans, marked E in the diagram, which have been previously prepared with much labour and care. These are termed "koondies," and consist of a series of rectangular compartments of varying sizes up to 400 feet by 100 feet, but usually from 20 to 80 feet in length, and from 10 to 30 feet in breadth. They are separated from each other by ridges of earth about 6 or 8 inches in height. The floor of each compartment must be perfectly level and smooth, and is laboriously consolidated by first being trodden down with the naked feet, and subsequently beaten with flat mallets and boards. The object of this is to render the pan impervious to water, so that no salt shall be lost by the sinking of the brine into the soil, and that no water shall percolate from the neighbouring reservoirs into the evaporating pans, and thus retard crystallization.

169. The preparation of the pans is commenced soon after the close of the rainy season, while the clay is still damp, that is, in September or October. The floors of the koondees have thus time to get dry and indurated before the manufacturing season, which commences in March, and lasts until the first fall of rain in the end of May, or beginning of June.

Their use.

170. The koondies being properly prepared, the brine from the tapownee is admitted to the depth of from 3 to 5 inches, and is allowed to remain until evaporation has so far progressed that the Salt commences to show itself in the form of crystals covering the surface of the liquid. This commonly takes place in about a week or ten days, but the first crop of crystals so formed, is usually small and imperfect. The manufacturer, therefore, breaks up the crust of Salt, and without removing it, admits an additional supply of brine; and again allows it to stand until the crystallization has sufficiently advanced. This probably occupies from 14 to 20 days, according to the heat of the weather, and the force and direction of the wind. The Salt is then removed by an instrument called a "newla,"* or wooden scraper, consisting of a thin board 2 feet long by 8 inches broad attached to a long bamboo, and being drawn from the pans on to the slightly elevated ridges which separate them from each other, is there allowed to drain for two or three days, previous to being removed in baskets to the nearest convenient spot, when it is stored in conical heaps. The place of storage is usually within a few yards of the pans in which the Salt is produced, in the situation indicated in the diagram at paragraph 166 by the letter F, but the manufacturers are allowed to select their own ground, and the Officers of Government cannot object so long as the Salt is stored within the line of Chowkeys around the works. The stored heaps may contain from 200 to 3,000 Indian maunds of Salt, and are in some parts of the country, on the approach of the rainy season, protected by a thatch of rice, straw, or coarse grass, and in other parts by a coating of mud, of from four to six inches in thickness. But at the Cambay Works in Guzerat, and at the works on the Runn, they are left quite exposed, and without any sort of covering, so that

Removal of the Salt.

Storage of the Salt.

Size of the heaps, and protection of the Salt from rain.

* Appendix A.

the loss from wastage, is very considerable; not so great, however, as might be supposed, as after the first fall of rain a hard crust of some inches thick crystallizes over the heap, and in a great measure protects the Salt beneath it from further damage. It is usual, as a guard against clandestine removal of Salt, to mark the surface of the heaps with a large wooden stamp coloured with red ochre.

Relative size of the component parts of an "Agur."

171. The principal several parts which constitute an Agur are these:—

First.—Pandhurrun, or khuzeena, (the large reservoir.)

Second.—The tapownee, (heating place,) or smaller reservoirs.

Third.—The koondies or evaporating pans.

172. The ordinarily accepted rule for the relative size of these different parts is, that the smaller reservoirs should, in superficial extent, equal the area occupied by the evaporating pans, and that the larger reservoir should be equal in extent to the aggregate area of the smaller reservoirs and evaporating pans.

Number of crops per koondie, or evaporating bed, per season, and average yield per square foot of koondee at each crop.

173. In the course of the season, there are generally from four to six crops of Salt taken from each Saltpan, or koondee. The quantity of the produce of a given area of Saltpans is variable in different localities, being ruled very much by the quality of the soil. An average return for the whole season in the neighbourhood of Bombay, is estimated at about 1 maund of Salt to every 10 square feet of koondie or evaporating pans. Supposing then, that 6 crops are secured each season, this will give about $1\frac{1}{2}$lbs. avoirdupois, as the amount yielded at each crop by 1 square foot of koondee.

Uncertainty of the yield as compared with the area, and the influences upon which the yield is dependent.

174. But nothing can be more uncertain than the relation between the extent of the area of the pans and the annual produce—much depends upon the condition of the atmosphere—the direction of the wind—the height to which the tides rise—and especially upon the period at which the first fall of rain occurs.

175. If the south-west monsoon sets in early, and rain falls in the month of May, it greatly interferes with the Salt crop, as it puts a stop to the manufacture at the most favorable season, when the soil of the Salt Works is completely saturated with Salt, and the brine, not only in the brine-pits, but also in the larger reservoirs, has by continued exposure, gradually become a highly concentrated solution of Salt, which deposits its crystals very soon after its admission into the pans.

Relative position and importance of the several "Suzas" or groups of Salt Works on the coast.

176. In order to give an accurate idea of the relative position and importance of the several "Suzas" or groups of Salt Works on the Coast of this Presidency, a Table* is appended, showing at one view the distance of each Talooka or Territorial Division from Bombay (selected from its central position on the coast as the point of departure), the names and number of Suzas in each Talooka, with their distances from the Stations of Head Native Officers,—the number of agurs, or sets of pans, in each Suza, and the average annual number of Indian maunds of Salt which each Suza produces. In the Island of Bombay, the Saltpans, with the exception of one set at Dadlaee, are contiguous to each other, and confined within an area of 3 miles. In the Konkan, the works are, in many instances, detached in small groups over a district, at distances of from 1 to 5 miles from each other. In Guzerat, all the works are situated on the shores of the Gulf of Cambay and are better arranged, the pans forming each set being close to each other in great numbers. The distances of the Works from each other, as a general rule, being according to the nature of the country and the demand for Salt. Half the whole quantity made in Guzerat and the Konkan is the produce of works on the Coast and Islands within 35 miles of Bombay. The Salt

Salt Works to what extent concentrated or detached in the different localities.

* Appendix B.

Works of the Island of Bombay, and those at the village of Coorla, in the Island of Salsette, were inspected by me.

Salt Works visited by the Commissioner.

177. Having given this general view of the Coast Salt Works, it remains to give a brief description of the Inland Salt Works of the Runn.

Inland Salt Works of the Runn.

178. Few words are necessary to describe the aspect of a vast and perfectly saline desert, which extends from the head of the Gulf of Cutch in a north-easterly direction, gradually expanding in width, until, at 60 miles from the sea, it reaches from south-east to north-west, a distance of 50 miles. This is the Little Runn of Cutch, so called to distinguish it from a similar, but much more extensive, desert situated further to the north and west.

Situations of the Little and Great Runns of Cutch.

179. On these Runns there is not a particle of vegetation. They present no object to the eye except one uniform plain of blackish soil, encrusted with an efflorescence of Salt, and bearing, it is said, obvious marks of having, at no very distant period, constituted the bed of some gulf, or estuary of the sea.

Their general aspect.

180. On the eastern verge of this desert and north-west of Ahmedabad, are situated the towns of Patree, Ooroo, Jhoonjoowarra, Futtehpoor, and Anwaurpoora; and in the immediate neighbourhood of these towns, are five distinct sets of Salt Works.

Situation of the Runn Salt Works.

181. The manufacture of Salt at these five works, as also at the works of Gogo in the Ahmedabad Collectorate, and at those of Dolia in the Broach District, both in the Province of Guzerat, differs from that of Coast Salt, chiefly in the source from which the Salt-water is derived. Instead of storing up in reservoirs the occasional supplies afforded by high spring tides, the Salt manufacturers on the Runn find a never-failing supply by digging pits or wells, of an average depth of from 10 to 12 feet. There appear to be Salt pits also at Dhundocka in the Ahmedabad Collectorate. The only Salt Works on the western side of the Gulf of Cambay are at this place and Gogo; the former lying about 25 miles inland, due west from the head of the gulf; the latter on the coast, about the centre of the gulf. Dolia lies on the east coast near the head of the gulf.

Brine obtained by digging pits.

Situation of the Inland Salt Works in Guzerat.

182. The water is raised from these brine pits by manual labour, aided by a simply contrived machine, common in many parts of the East, called in the Bombay Presidency a "Chanch," and consisting of a long transverse pole or beam working on a perpendicular shaft inserted in the earth. The shorter arm of the transverse beam is loaded with a heavy weight of stone, or a lump of clay, and to the other is attached, at the end of a short line, a vessel which the labourer lowers into the well by depressing the arm of the transverse beam to which it is attached. When the vessel is full, it is elevated by allowing the weight on the other arm of the beam, which is heavier than the filled bucket, to act as a counterpoise, and as soon as the vessel reaches the mouth of the well, the labourer, by a slight movement, causes it to empty its contents into a trough, from which it is led into a small reservoir. It remains in this reservoir only a few hours, during which any earth it may have held in suspension is deposited, and it is then at once admitted into the koondies, or evaporating pans, which are prepared in exactly the same manner as on the coast.

Process of manufacture.

183. The Salt of the Runn takes a longer time to form, from the water not having been exposed to partial evaporation in reservoirs, but it is of a much better and harder quality than the Coast Salt, owing chiefly, no doubt, to the better quality of the brine, but in some measure also to a peculiarity in the process of manufacture. Instead of removing the Salt formed after ten or twelve days' exposure in the pans, the labourers detach the Salt from the edges, and, leaving it in the pans, admit a fresh supply of water; this process is repeated every fortnight, for a period of three or four months; the result of this treatment is the formation of large and hard crystals of salt in the shape of perfect cubes, measuring from $\frac{1}{8}$ to $\frac{1}{4}$ of an inch on each face. Some of the crystals greatly exceed that measurement; many fall short of it: but there is an entire absence of any flaky or imperfectly formed

Superior quality and value of the Runn Salt, and the causes.

crystals, which constitute a large portion of the bulk of ordinary Sea Salt. The Salt of the Runn is in consequence highly prized, and more especially because, from the hardness and size of its crystals, it bears transport on bullocks, without waste, better than any other Salt.

Deterioration of the brine pits.

184. It is said that the brine pits of the Runn, after having been used for several successive years, deteriorate as regards the strength of the brine afforded, and that it is necessary, in consequence, from time to time, to sink new pits. It is also confidently affirmed that the water in these pits falls and rises with the ebb and flow of the ocean, although more than sixty miles inland.

Relative position and importance of the Runn and Guzerat inland Salt Works.

185. The Table * mentioned at paragraph 176, which exhibits particulars respecting the Salt Works on the sea coast, also embraces the same information in detail concerning the Salt Pits at Dhundooka and the several Salt Works on the Runn. From this Table it will be seen that, altogether, Salt is produced in 35 Talookas of the Bombay Presidency, comprising 531 distinct Salt Works grouped into 126 sets of Works.

Survey of the Salt Works.

186. The Survey of the Salt Works in Guzerat, including those of the Runn, was completed in 1852. The total space occupied by the works in that province, including reservoirs, wells, and ground for storing Salt, is 3,530 beegahs, which is equal to 2,075 acres; and as the average annual produce of these Works is 12,71,499 Indian maunds, it follows that the annual produce per acre is nearly 613 maunds. Considerable progress has also been made in the survey of the Salt Works in the Konkan, but the operations there are much more extensive and more difficult than in Guzerat, and it may still take some two years to complete them.

Earth Salt, scarcely any manufactured.

187. As regards the Salt produced in the Deccan by washing different saline earths, it need only be remarked that this manufacture never seems to have extended beyond what was required partially to supply the consumption of the lower classes in the few villages in which it was carried on. Until within the last five years, it seems to have escaped the attention of the local officers. Recently it has been subjected to the same Excise duty as other Salt, and the manufacture has, in consequence, been almost entirely discontinued.

Proprietary interests connected with the Salt Works.

188. It would be impossible, within any moderate limits, to give a complete exposition of all the different proprietary interests connected with the Salt Works of the Bombay Presidency. No more will be attempted, therefore, than to convey a general idea of the origin of existing rights in the land, and of the principal classes of owners to whom these rights appertain.

Government, the lord of the soil.

189. In that part of India, the whole surface of the country is held to be originally subject to a claim on the part of the State, which, though not amounting to absolute property, certainly exceeds greatly the interest usually enjoyed by the Lord of the Manor.

190. It is not necessary for the purpose in hand more closely to define the precise nature of this property in the soil. It exists everywhere, except where it has been foregone or transferred to others by the act of Government; and there can be no question that it extended to those submerged flats, on which, subsequent to their reclamation from the sea, Salt Works have been constructed.

Salt lands when reclaimed by individuals, not the freehold of the reclaimers.

191. To effect this reclamation, it was, in all cases, necessary to form a system of embankments. These works, when not undertaken by the State itself, were effected by others, with the consent and approval of the Government. The land, when reclaimed, was not the freehold of the reclaimers, but held by them, subject to such terms and conditions as may have been agreed upon with Government as the Lord of the soil.

Some Salt Works the absolute property of Government. Others, the property of individuals, but subject to the payment of land rent, except-

192. It results that there are certain Salt Works in which Government is the sole proprietor, that is, in addition to its original proprietary claim as Lord of the Manor, it has a further interest as having at its own cost reclaimed the land from the sea; and that there is also another class consisting of Salt Works which have been reclaimed

* Appendix B.

by individuals, or by village communities. The original right of Government in these lands has not been suffered to lapse; but in every case some arrangement or other has been agreed upon, by which the State receives payment, or rent, as Lord of the soil, except when its rights have been formally alienated.

ing when the right of rent has been formally alienated.

193. Thus there is an item of Revenue connected with Salt, which is altogether independent of the Excise Duty on that article. It is the Land Revenue assessed on the ground which produces the Salt. This Revenue depends entirely upon the tenure upon which the land is held, and would be realizable whether Salt was subject to an Excise Duty or not. It is collected in the Salt Department but is credited to the Land Revenue of the district in which the works yielding it may be situated.

Land rent of the Salt Works altogether independent of the Excise Duty.

194. It will be readily understood that, when the work of reclamation was difficult and costly, the State was not able to make so good a bargain as when the works required were slight and inexpensive, so that there is an endless variety of holdings under Government in different localities.

An endless variety of holdings under Government in different localities:

195. Under the view above taken of the subject, owners of Salt Works may be divided into three classes:—

Classes of owners.

First. The Government itself.

Second. Holders of land not reclaimed by Government.

Third. Holders of freelands, the Government claim on which has been foregone or alienated.

196. With the exception of the works at Cambay in which the Nuwab of that place has an equal share, all the Salt Works in Guzerat are the property of Government. On the other hand, in the Konkan very few of the works belong to Government, seven-eighths of the whole being the property of private individuals. In the Island of Bombay three-fourths of the works are private property, but the few works belonging to Government, constituting the remaining one-fourth, produce half the Salt made on the island.

Proportion of Salt Works, in the different localities, the property respectively of Government and individuals.

197. In Government Salt Works, the whole produce, subject only to the payment of the labourer or manufacturer, theoretically belongs to Government; but in many cases, the occupation of such works has been permanently assigned to a class of sub-owners or middlemen, on certain conditions which are too variable to admit of being here recapitulated. These are hereditary tenants of Government, and cannot be displaced so long as they fulfil the terms of their respective leases. This seems the case throughout Guzerat.

Throughout Guzerat, and in some other cases, the occupation of the Government Salt Works assigned to sub-owners or middlemen, as hereditary tenants.

198. In Government Salt Works that have not been thus permanently assigned, it is usual to farm out the Government interest for a term of years, reserving a fixed share (generally one-half) of the produce as recompense to the labourer or manufacturer. But in some instances, in the Konkan, the Government are unable to lease out their works. In these cases manufacturers are employed, who, on the sale of the produce by Government, receive from one-third to one-half of the proceeds as the price of their labour, the remaining proceeds constituting the Government Land Revenue.

In some cases, the Government Salt Works are farmed out for a term of years; in others, in default of farmers, they are worked by Government.

199. The holders of Salt Works not reclaimed by Government are, in the Konkan Districts usually called Fuzundars. These proprietors may, or may not, be residents of the neighbouring village, they manufacture and sell their own Salt, being frequently the labourers themselves, and pay the Government a ground-rent for the land occupied by their works.

Private holders usually called Fuzundar .

200. The following are some of the more common modes of assessing the quit rent payable by such holders:—

Modes of assessing the land rent payable by such holders.

First. A fixed annual sum on the whole works.

Second. A fixed Bigowtee or rate per Beega.

Third. A fixed rate per maund of the produce of the Salt Works, leviable on sale of the Salt.

201. Further particulars of the rates of ground-rent, and the modes of assessing it, prevailing in different localities, will be found

in a statement * annexed. The rates exacted fall usually short of what is demanded by Government from ordinary lands, in consideration, doubtless, of the original heavy outlay incurred by the holders.

Freeholdings pay no land rent.

202. The Freeholdings call for little notice. These are, in all respects, analogous to what are found in the Land Revenue Department, and pay no Land-rent.

Hucks, or dues, of district and village officers, levied on the property in Salt Works, generally abolished, and a compensation substituted.

203. Before quitting the subject of Land-rent, it remains to be noticed that most of the property in Salt Works was subject, under the Mahratta rule, to certain payments on account of the Hucks of district and village Officers, such as Deshmooks, Deshpandyas, Canoongoes, Patells, &c. These Hucks have now been generally abolished, their recipients being awarded compensation as in the Land Revenue Department.

The actual manufacturers, who they are, and their circumstances.

204. The actual labourers or manufacturers belong to the various agricultural classes of all castes, principally Coolies, Fishermen, Coonbies, Bhundarees, Mahomedans, and Christians, who are all to be found following this occupation. As regards their circumstances and means, they are much on a par with ordinary agriculturists. The occupation is not considered an unhealthy one, though the labour at certain seasons is severe, and entails much exposure to the heat of arid plains.

The rate of their remuneration in Government and private works, respectively.

205. In Government Salt Works, the usual rate of remuneration received by the labourer is from one-third to one-half of the produce, as has been already stated. In Fuzundaree or private works, the proprietors make any arrangements they please as regards remunerating their labourers; but even these proprietors commonly arrange for a certain share of the produce.

The Salt of each manufacturer separately stored.

206. The evaporating pans which constitute an Agur or Salt Work, are distributed among the several labourers, and each labourer is interested exclusively in the produce of the particular pans or koondies in which he labours. Hence it becomes necessary to store the salt of each koondie, or of each labourer separately,† for the Salt varies much in quality, according to the labour bestowed on its preparation; and the individual labourers would by no means consent to have a community of interest in the Stock.

The manufacture is subject to a duty, and to some other restrictions.

207. The manufacture of Salt under the Bombay Presidency is free, subject only to a duty of the nature of an Excise, levied at the pans, and except in so far as it may be restricted by the provisions of Act XXVII of 1837, and Act XXXI of 1850.

The principle of the restrictive enactments.

208. The principle of these enactments, as has been seen, is to require that the manufacture shall, in every case, be licensed, that production and store shall be watched, and that removal from the manufacturer's store shall not be allowed until the Excise Duty has been paid.

Restrictions.

209. Thus, under Act XXVII of 1837, no Salt may be manufactured until notice has been given to the Collector of the District in writing. Government Officers are to be stationed at all Salt Works, and are empowered to take an account of all Salt manufactured and stored at such Works, and to prevent its removal until the duty thereon has been paid. And under Act XXXI of 1850, no new Salt Works may be established, and no old Works not then in use, or that have been since abandoned for three consecutive seasons, may be re-opened without the permission of Government; and further, the Government may, at its discretion, suppress any Salt Work which, on an average of any three years, does not produce yearly at least 5,000 Indian maunds of Salt.

210. As regards licensing, if the Salt produced in Salt Works near to the spot where a new Agur or set of pans is desired to be established, is in excess of the demand there existing, as shown by the accumulation of the Stock at such neighbouring Salt Works,

* Appendix C.

† For the mode of keeping the separate account of each labourer, see Appendix F, No. 14.

permission to open new Works is refused; but if otherwise, it is granted, provided that the ground is considered well adapted for the purpose, and the Land Revenue Department has no objection to its being so applied, provided also, that it is so situated to admit of being guarded at a moderate expense. The party desiring to open the new works must also sign an agreement to the effect that he will erect suitable Chowkeys for the Government Establishment, and pay ground rent at a stipulated rate, and that he will contribute to the keeping the general embankments of the locality in repair.

Rate of Excise Duty.

211. The Excise Duty, payable by law, is one rupee on every Indian maund weight of Salt that may be delivered from any Salt Work; but the rate actually levied is twelve annas on every Indian maund delivered, whether by weight or measure. The duty was reduced to this lower rate by a notification of the Bombay Government, dated the 14th of September 1844, issued in conformity to the directions of the Court of Directors before mentioned, at paragraph 129, and as the law fixing the higher rate had only come into operation on the 1st of the same month, it is probable that that rate was never received.

Excise payable before removal of the salt.

212. As the Law now stands the Excise duty is leviable before any Salt can be removed from any Salt Work.

No further duty leviable, either of Customs or Excise.

213. This duty having been paid, the Salt may be carried by sea or land to any part of the Presidency, and may also be exported out of the Presidency by sea or land, without the levy of any further duty, either of Customs or Excise.

Exportation of Salt which has not paid the Excise Duty prohibited.

214. The exportation by sea or land of Salt not covered by a Pass, or Certificate of having paid Excise Duty, is prohibited.

Departure from the Law on this head in some cases of exportation by sea.

215. But, in practice, under various Orders and Notifications of the Bombay Government, the Law, in respect of the levy of the Excise Duty, is widely departed from, in the case of Salt exported by sea, in the following instances:—

On Salt exported beyond the Continent of India no duty is levied.

216. On Salt exported to any port or place in the Straits of Malacca, and generally to any place beyond the Continent of India, no Excise Duty is levied.

On Salt exported to British Ports, under the Madras Presidency, only a ¼ anna per Indian maund is charged.

217. On Salt exported to British Ports under the Madras Presidency a charge is made of only 3 pies, or a quarter of an anna per Indian maund, on its removal from the Salt Works. The object of fixing this low duty, or, as it may more properly be termed, charge, on these exports, has been explained by the Bombay Government * to be "merely to cover the cost of establishments at our Saltpans. The Salt thus exported, coming under the Madras monopoly, contributes as much to the general Indian Revenues as it would do were the whole Excise levied here, while the Government, by the imposition of the low duty, is relieved from a dead charge."

Salt exported to foreign ports, under the Madras Presidency, is charged only 1 anna per Indian maund.

218. Salt exported to Foreign Ports under the Madras Presidency, is charged only 1 anna per Indian maund, on its removal from the Salt Works, on the consideration that it would not bear a higher tax without prejudice to the demand. Originally, this same rate was also charged on exports of Salt to all ports beyond the Continent of India, but in these cases the export trade was subsequently made free on the consideration that it could not bear any tax.

In all the above cases certificates of landing at the Port of Import required.

219. In all the cases above mentioned, the Exporters, at the time of my inquiry, were required to enter into a bond, with sureties, for the payment of the full amount of the Excise Duty, unless they produced, within six months, a certificate, from the authorities at the port of destination, of the Salt having been duly landed there; but lately, under a Resolution of the Bombay Government, dated the 30th of August last, this bond has been dispensed with, save in exceptional cases. Certificates of landing, under the signature of the authorities at the ports of Import, are, however, still required to be produced on the part of the merchants, with a view to check the illicit disposal of the Salt in its transit. What constitutes an exceptional case, or in

* Letter to Collector of Customs, Bombay, dated 6th of July, 1839.

what way the production of the certificates of landing is enforced in the other cases, does not appear.

Full duty leviable on all deficiencies, in shipments to Madras Ports, in excess of a wastage allowance of 10 per cent.

220. An allowance up to 10 per cent. is made for wastage on Exports of Salt to British or foreign ports under the Madras Presidency, and each wastage is adjusted on each shipment; that is, on the quantity shipped on every vessel. If the deficiency exceeds 10 per cent, then the payment of the full Excise Duty on such excess is demanded at the Bombay Presidency, unless it can be satisfactorily accounted for by the Exporters; but how the demand is enforced, in the absence of bonds, does not appear.

No landing account taken of Salt exported beyond the Continent of India.

221. It has not been deemed advisable to make any rule concerning wastage in the case of Salt exported to places beyond the Continent of India, there being no means of ascertaining the extent or fact of wastage, as the certificates produced, simply set forth that such a vessel said to contain so much Salt has arrived, and landed her cargo.

Four months' credit allowed for the payment of the Excise on Salt exported to the Bengal Presidency.

222. Finally, Salt exported to any port in the Bengal Presidency, is subject to the full Excise Duty of 12 annas per Indian maund; but this duty is not levied at the pans before the removal of the Salt, if the Exporter enters into a bond, with sureties, for the payment of the full amount, without allowance of any kind for wastage, or sea risks, or the like, in four months. This credit is given as being a great accommodation to Exporters.

Registers kept of such Salt.

223. Registers are kept in the Custom Houses of Salt exported to ports under the Bengal Presidency, but landing certificates are not demanded, as the full Excise Duty is secured by bond.

In all other cases, the full Excise is levied before the removal of the Salt from the Works.

224. In all other cases, except those above specified, the full Excise Duty is levied before a permit is given for the removal of the Salt from the works, whether for Home or foreign consumption. Under this rule, Salt exported to the subordinate ports in the Bombay Presidency pays the full Excise Duty on its removal from the Salt Works. No credit is allowed for the payment of the duty, nor is any allowance made for wastage or sea risks; but in very exceptional cases, when a vessel is lost at sea with a cargo of Salt, and strong and satisfactory evidence is produced to the effect that the loss did not occur through the neglect of the persons in charge of the vessel, the Exporter is allowed, with the permission of Government, to remove, free of duty, a similar quantity to that lost.

All foreign Salt admitted to competition with the Salt of the Presidency on equal terms.

225. All foreign Salt, including Salt produced in any other part of India, is admitted to competition with the Salt produced in the Presidency on equal terms. All such Salt imported into the Presidency by sea or land, if not covered by a Pass, is chargeable with a Customs' Duty at the same rate only as the Excise Duty; and having paid this duty, it may, equally with the indigenous Salt, be carried, by sea or land, to any part of the Presidency, or be exported out of the Presidency, by sea or land, without the levy of any further duty, either of Customs or Excise.

Collection and management of the Excise in what authorities vested originally.

226. When the Salt Excise Duty was first established in 1837, the collection and management of the new tax was, so far as the Provincial Salt Works were concerned, made over to the Collector of Continental Customs (then styled the Collector of Customs in Guzerat and Konkan). The Salt Works in the Island of Bombay were at the same time intrusted to the Collector of Land Revenue at the Presidency, who had, previous to the introduction of the new tax, managed the Government interests in those Salt Works. The Heads, therefore, of the Departments of Collector of Customs in Guzerat and Konkan, and of Land Revenue in Bombay, were, respectively, the responsible Agents for collecting and managing the Excise, and, in consequence, the designation of the former Officer was altered to Collector of Continental Customs and Excise.

Change made in 1852.

227. In the year 1852, the charge of the Salt Works in the Island of Bombay was transferred to the Collector of Customs at the Presidency.

228. This was the state of the case at the time of my arrival at Bombay on the 4th of March last. The Salt Excise of the Island of Bombay was a distinct department under the Collector of Sea Customs, and the Salt Excise of the remainder of the Presidency was in like manner a distinct department under the Collector of Continental Customs and Excise: both were Collectors of Customs as well as of Excise Duty; the former for the Port and Island of Bombay, the latter for the ports and districts of the continental portion of the Presidency.

In what authorities vested at the time of the Salt Commissioner's visit in March, 1854.

229. In the Island of Bombay, no separate European Agency was employed in aid of the Collector, in the Salt Department. It had been discharged in 1850-51, and the management assimilated in other respects to that in force in the Department of Continental Customs and Excise. The immediate superintendence of all the Salt Works on the island, in subordination to the Collector, was entrusted to one of his assistants, who received a small addition to his salary as a Customs' Officer for his further services in the Salt Department.

In the Island of Bombay, no separate European Agency was employed in aid of the Collector.

230. Under the Collector of Continental Customs and Excise an European Establishment was entertained, consisting of a Deputy Collector and five Assistant Collectors. The Deputy Collector, until the previous year, had always been a Covenanted Officer. The Assistants, with occasional exceptions, have always been Uncovenanted Servants. All these officers were vested with powers in both Departments, and their salaries were debited in the proportion of two-thirds to Customs and one-third to Salt.

On the Continent, a Deputy Collector and five Assistant Collectors were entertained under the Collector.

231. The duties of the two Collectors consisted in the general superintendence and management of the whole of the Salt Department within their respective jurisdictions, in subordination to the Revenue Commissioner.

Duties of the Collectors.

232. In the Continental Salt Department, the functions of the Collector were to a certain extent fulfilled by his Deputy, so far as related to the Province of Guzerat; but the accounts of the Department were entirely prepared in the office of the Collector, who alone was responsible as accounting Officer.

Duties of the continental Deputy Collectors.

233. The control and management of the details of the administration of the whole Department of Continental Excise, from north to south, were divided between the Collector, his Deputy, and Assistants, each undertaking the executive duties of a circle of Talookas.

Each European officer on the Continent had charge of a circle of Talookas.

234. Each European Officer held his head-quarters within the limits of his charge. The Collector at Tannah, the Deputy-Collector at Surat, and the five Assistants respectively at Ahmedabad, Gogo, Bassein, Caranja and Vingorla.

And held his head quarters within the limits of his charge.

235. But, soon after my arrival at Bombay, it was determined to introduce, as soon as convenient, a new and uniform system under which the Customs and Salt Departments should be completely amalgamated and placed under one controlling head. This change was projected with a view of meeting, by reductions in the Customs' Department, the increase of expenditure absolutely necessary for the efficient management of the Salt Revenue; the Native Establishments at the Salt Works having long been admitted to be numerically weak and underpaid, and the necessity of strengthening and improving their condition having been for some time under consideration; and further, because the abolition of Port to Port Duties by Act No. VI of 1848 had so greatly affected the Revenues of the Customs' Department at the Continental Ports, that a separate establishment was no longer deemed necessary.

New system resolved upon soon after the Salt Commissioner's arrival, and the reasons for it.

236. Accordingly, in pursuance of the change, and of that part of Act I of 1852 which provides for the appointment, of "one or more persons to be Commissioners of Customs for the collection and management of the Customs, throughout the whole of the Presidency of Bombay," the Offices of Collectors of Continental Customs and Excise, and Collector of Sea Customs of Bombay have since been abolished, and the charge of the whole Sea and Land Customs, and Salt Excise of the Presidency has now been placed under a single Commissioner,

The charge of the whole Customs and Salt Excise placed under a single Commissioner, aided by three deputies and ten assistants.

aided by a European Establishment consisting of three Deputy-Commissioners, of whom two are Covenanted and one is Uncovenanted, and 10 Uncovenanted Assistants. Among these, all acting in subordination to the Commissioner, the whole Department is distributed as follows:—

Charge of the senior Deputy, aided by six Assistants.

237. The Senior Deputy, aided by six Uncovenanted Assistants, has the charge of the Customs of the Port of Bombay. As these are engaged in no Salt Duties, it is unnecessary to notice them further.

Charge of the two other Deputies.

238. The two other Deputies divide between them the immediate executive charge of the whole Customs and Excise of the Presidency, exclusive of the Customs of the Port of Bombay.

One, aided by two assistants, superintends the Southern Division, each having charge of a circle of Talooks.

239. The entire range of the Deputy who superintends the Southern Division extends from the Portuguese boundary of Goa, on the south to the Portuguese limits of Damaun on the north. The Excise Duty of the Island of Bombay forms a part of the charge of this Deputy. He holds his head-quarters in the Island of Caranja, which is opposite the Island of Bombay, and in the very centre of his principal Salt-producing districts. He has under him two Uncovenanted Assistants, each in charge of a circle of Talooks; the head quarters of one being at Bassein, of the other at Vingorla. He has also himself the direct charge of a circle of Talooks, which he manages without the intervention of an Assistant.

The other, with two assistants, superintends in like manner the Northern Division.

240. The remainder of the coast northwards from the Portuguese limits of Damaun, forms, together with the Salt Works on the Runn of Cutch, the charge of the other Deputy Commissioner, whose head quarters are at Surat. He also has under him two Uncovenanted Assistants, each in charge of a circle of Talooks; one stationed at Gogo, the other at Surat; and himself manages a circle of Talooks without the intervention of an Assistant.

The limits of the personal charges of the several European officers and their duties.

241. The limits of the personal charges of the several Officers composing the European Agency are described in a Statement* annexed. Their business is, as it was under the old arrangements, to visit periodically each Talook or District of their respective circles; to examine the books and accounts kept at the several works; and to inspect the several Saltpans, compare the stock at each with the books, and see that all the heaps are numbered and entered.

Saving by the change in the European portion of the Agency.

242. In a financial view, the change in the European portion of the Agency has been attended with a saving of rupees 1,533 per mensem, equal to rupees18, 396 per annum, as shown in a Statement† annexed.

Difference in other respects between the old and new arrangements.

243. In other respects, the difference between the old and the new arrangements may be generally described as follows:—

Superseded system described.

244. Under the superseded system, there existed, in some localities, an Establishment for the collection of Sea Customs, and another for the Salt Excise, though, not unfrequently, the local head of the Customs was also local head of the Salt Department, or he was, in some instances, entrusted with the management of the Preventive Department of the Salt Establishment. But, in whatever way the duties of the head Officers might be distributed, the Establishments, as regarded all subordinate Officers, were in all cases entirely distinct. In the Continental Customs and Excise Department, the Covenanted and Uncovenanted European Agency, of both Salt and Customs, was vested in the same individuals, but their salaries were debited in fixed proportions to both Departments. The proportion was arbitrarily fixed at one-third to the Salt Department, and two-thirds to the Customs; but as, of late years, the realizations in the Customs' Department have not exceeded one-seventh of the realizations in the Salt Department, and by far the greater part of the time of the Covenanted and Uncovenanted Officers has been occupied by the affairs of the Salt Department, the charge was not by any means fairly divided.

New system described.

245. Under the new system, the Establishment for the Salt Duties is not distinct from the Customs' Establishment. In localities where Customs only are leviable, the duties of the Establishments

* Appendix D. † Appendix E.

now retained are, from circumstances, necessarily connected solely with Customs. Where at a distance from any seaport, the Establishment retained at the Salt Works performs no Customs' duties; and lastly, where Saltpans are in the near neighbourhood of a seaport, the Establishment performs indiscriminately both Customs and Salt duties. Generally, throughout the Konkan Provinces, the duties of Customs and Salt are, more or less, intermixed. In Guzerat, most of the Salt Works are situated at a distance from seaports, and there of course the Establishments have no Customs' duties to perform.

Advantages of the new system.

246. The advantages of the new system are described to be numerous. In the first place, there is only one preventive Establishment which protects both the Customs and Salt Revenues. There is only one Accountant's Establishment: one local head officer in many cases fulfils duties formerly divided between two, and the Sea Customs' and Salt Departments of the Island of Bombay, which formerly existed as two distinct Departments, now only form, with the Customs' and Salt of the late Continental Department, parts of one centralized system.

247. This centralization of authority, accompanied by a re-distribution of the Establishments, will also, it is expected, lead to great efficiency in both Departments without any increase of expenditure. As an instance, it may be stated, that in 1850 the Collector of Continental Customs and Excise estimated that an increase of 1,15,491 rupees per annum was necessary to place his Establishment on an efficient footing. But with a consolidated Establishment under the new system, equal efficiency, it is expected, will be secured without any, or with only a very trifling, increase to the existing aggregate cost.

The amalgamation and re-organization of the Native Establishments for the most part still in progress.

248. The amalgamation and re-organization of the subordinate Native Establishments is a work which can only be carried out by degrees. The Commissioner has been authorized, in forming the new Establishments, to dispose of the whole expenditure sanctioned under the old system for the Native Establishments of the two Departments in whatever way may appear to him most conducive to the public interests. In some localities, the change has been already introduced, but for the most part it is still in progress.

System of management at the Works, and designations and duties of the native officers employed at them.

249. The scheme, however, does not involve any material alteration in the system of management at the works, or in the designations and duties of the several native officers employed at them; these may, therefore, be described as I found them, as follows:—

Over each large Salt Work, or several small ones, a double establishment, one for the manufacture, the other for prevention, superintended respectively, in each Talooka or district, by officers termed Inner and Outer Darogas.

250. Over each large Salt Work, or over several small detached works, a double Establishment, suited in strength to the extent of the works, is maintained, superintended in each Talooka or District by officers, termed Inner and Outer Darogas. The Establishment of the Inner Daroga is charged with watching production and store, with the care and custody of the Salt produced and stored, and with the delivery of the same upon written orders from the officers by whom the Duty is collected. The Establishment under the Outer Daroga is the Preventive Establishment, stationed at Chowkeys, established, under the provisions of Section 7, Act XXVII of 1837, in the immediate neighbourhood of each Salt Work (Agur) or group of Salt Works (Suza), the distance in each case being regulated by local circumstances, for the purpose of preventing any Salt from being removed from the pans, except the quantities passed by the orders of the Inner Establishment.

251. Both branches keep separate accounts and records of their proceedings.

Statement in detail of the Establishment entertained for the Salt Works of Talooks Patree and Ooroo, by way of example.

252. I annex a statement in detail of one of the Talook Establishments, the one entertained for the Salt Works of Talooks Patree and Ooroo, in the Collectorate of Ahmedabad, in the Province of Guzerat, distant four miles from each other, with a description of the duties of the several officers which compose it, from which, and

by a reference to the plans * of those works, mentioned at paragraph 157, on which are shown the position of the Chowkeys, and the roads by which alone Salt is permitted to leave the works, the system of management pursued at the Salt Works in general will be more easily apprehended.

The cost of the above Establishment equal to 3 per cent. on the Collections.

253. The works in these two Talooks yield an annual Revenue of rupees 2,42,223. They are managed, it will be seen, with one Inner Daroga for both Talooks, and an Outer Daroga for each, with their respective Establishments, at a cost of rupees 613,4 per mensem, or rupees 7,359 per annum, being at the rate of 3 per cent. on the Collections.

Establishment entertained for the management of the several Salt Works in Talooks Patree and Ooroo, in the Collectorate of Ahmedabad, in the Province of Guzerat.

	INNER ESTABLISHMENT.							
1	Daroga	117	0	0				
1	First Cutcherry or Office Karkoon	22	8	0				
1	Ditto ditto	18	0	0				
2	Subordinate ditto at 12 rupees each	24	0	0				
1	Ditto ditto	10	0	0				
1	Shroff	15	0	0				
1	Agur or Suza Karkoon	13	0	0				
2	Ditto ditto at 12 rupees each	24	0	0				
1	Ditto ditto	10	0	0				
	Tolat—none—Vide paragraph 258, showing the duties performed by the Tolat.							
2	Stampers at 4 rupees each	8	0	0				
25	Peons at rupees 4 : 8 each	112	8	0				
1	Jemadar	12	12	0				
1	Havilda	6	8	0				
1	Ditto	6	0	0				
1	Naique †	5	0	0				
1	Hulkara	4	8	0				
1	Water Supplier	12	0	0				
1	Ditto	10	0	0				
1	Fursh	4	0	0				
1	Sweeper	1	0	0				
	Petty supply	15	0	0				
					450	12	0	
	OUTER ESTABLISHMENT FOR THE PATREE WORKS.							
1	Daroga	43	0	0				
1	Tolat or Weighman	8	0	0				
3	Nakadars at 6 rupees each	18	0	0				
4	Peons at rupees 4 : 8 each	18	0	0				
	Petty supply	0	8	0				
					87	8	0	
	FOR THE OOROO WORKS.							
1	Daroga	41	0	0				
1	Tolat or Weighman	8	0	0				
2	Nakadars at 6 rupees each	12	0	0				
3	Peons at rupees 4 : 8 each	13	8	0				
	Petty supply	0	8	0				
					75	0	0	
	Total rupees				613	4	0	

NOTE. The Inner and Outer Darogas are partly paid by a commission of eight annas per cent. on the Excise recovered. The commission is included in their salaries above shown; their fixed salaries being as follows:—

Inner Darogas	40 rupees per month.
Outer Darogas	30 rupees each.

Inner Establishment.—Daroga.

Duties of the Inner Daroga.

254. This Officer is at the head of the Establishment entertained for watching the production, store, and delivery of Salt at the several works comprised in his Talook; for collecting the Excise Duty, Land Rent, and all other monies, and for keeping an account of the same. He pays his collections from time to time into the nearest Government

* Nos. 4 and 5. † [Spelt also Naick.]

Treasury. If such Treasury be close at hand, the payments are made daily; if at a distance, they are made whenever the collections exceed a given amount.* He submits his accounts and makes all his reports to the European Officer of the District or Circle, and is expected to exercise a vigilant personal supervision over the Salt Works, and to see that all the Officers of his Establishment strictly perform their several duties. His salary varies from rupees 25 to 200 per mensem, according to the extent and responsibility of his charge.

First and Subordinate Cutcherry or Office Karkoons.

255. These are the Office Clerks and Accountants, who perform the Book-keeping, make up the periodical statements, and conduct the correspondence of the Daroga, all in the vernacular language, whether Mahratta or Guzerati. The first or head Karkoon, in the absence of the Daroga on other duties, is empowered to receive money, and perform other necessary routine duties. These functionaries receive from 8 to 30 rupees a month.

Duties of the office Karkoons.

Agur or Suza Karkoons.

256. These reside in the Salt Works or in their immediate vicinity. They take an account of the Salt as it is produced at the Agur (Salt Works), or Suza (group of works), under the particular charge of each. They have to see to the weighment and delivery of Salt from their Agurs or Suzas to parties who bring Permits and orders to them from the Inner Daroga, and they have also to keep an account of all Salt delivered, so as to be able to show the stock on hand at the close of the month. They also keep a register of the pans under their charge. Their pay is from rupees 8 to rupees 20 per month.

Duties of the Agur or Suza Karkoons.

The Shroff.

257. After the written applications for Salt, which are presented by the traders, have been numbered and registered in a book kept for the purpose, and the amount of duty to be paid for the quantity of Salt required has been calculated and noted on the back of the application by one of the Daroga's Karkoons, the application is taken to the Shroff, who having examined the correctness of the calculations receives the amount, which he credits in the cash-book, certifying the same on the back of the application, which is then sent to the Daroga, who, having examined it, grants the usual Permit in the form appended to Act XXVII of 1837, which, with an order for the delivery of the Salt, is sent to the Suzadar or Karkoon in charge of the Works. The pay of a Shroff is from rupees 6 to rupees 15 per mensem.

Duties of the Shroff.

Tolāt or Weighman.

258. The duty of a Tolat, whose pay varies from rupees 6 to rupees 8, is to weigh or measure Salt with a steel-yard or in a measure, but at the works on the Runn the Brinjaries insist on having their Salt weighed with the hand-scale, and as this is done by parties who contract to do it at the rate of 8 annas per 100 maunds, the Government do not keep up a fixed establishment of weighing-men on the Inner Daroga's Establishment at the Works of Patree and Ooroo.

Duties of the Tolat or Weighman.

Stampers.

259. It is the duty of the Stampers to write on each pack the weight of the Salt contained in it before it is allowed to be moved from the Works.

Duties of the Stampers.

* In some localities the Sir Karkoons of Customs, having Treasuries under them, are entrusted with the duty of receiving payments on account of the Salt Excise, and in those localities the Daroga is prohibited from delivering Salt until the receipt of the Sir Karkoon of Customs has been produced.

Peons.

Duties of the Peons.

260. These are posted as guards at the Chowkeys within the Works, and one, two, or three of them are stationed in each Chowkey, as circumstances may require. Their duty is to watch the manufacture and stock of Salt. They have also to guard the Daroga's kutcherry and treasury, and to escort treasure when there is no Military Guard available, and some of them have to be in attendance when Salt is being weighed at the Works. The pay of a Peon is from rupees 4 to rupees 6 per mensem.

Jemadars, Havildars, and Naiques.

Duties of the Jemadars, &c.

261. These have to look after the Peons, to go the rounds at night, and see that the men under them at the Chowkeys are on the alert. The pay of a Jemadar is from rupees 8 to rupees 12, 12 annas; of a Havildar rupees 6 to rupees 9, and of a Naique rupees 5 to rupees 7, 8 annas per mensem.

Menial Servants.

262. The remainder are Menial Servants, whose duties need not be explained.

Outer Establishment. Daroga and his Subordinates.

Duties of the Outer Daroga and his Establishment.

263. The Outer Establishment, stationed outside the Works, is quite independent of, and intended to act as a check upon, the Inner Establishment employed within the Works. The Daroga is the head of the Preventive Establishment entertained for the Salt Works of the Talook. His Chowkeys or Preventive Stations are situated at commanding spots, generally within half a mile or a mile of the Works. These Chowkeys are under the charge of the Nakadars (sometimes called Karkoons) and Peons. The duty of this Establishment is to see that no Salt leaves the Works unprotected by a Permit, or by other than the prescribed routes. If Salt be removed on bullocks, the Chowkey Officer counts the number of packs, which, with the weight marked on each, he enters in a book kept for the purpose, and if the aggregate weight agrees with the quantity covered by the Permit, he proceeds to test the correctness of the weights marked on the packs by weighing 10 per cent. of the whole, when, if the result is satisfactory, he allows the Salt to pass, noting the date on the back of the Permit, which is then returned to the trader. When Salt is removed in carts or in boats, the quantity contained in them is ascertained by cubic measurement, and the result entered in the Chowkey books. The Daroga patrols the Chowkeys under his charge at all times, and sees that his subordinates are at their stations and on the alert. The salary of the Darogas varies from rupees 15 to rupees 102 per mensem, according to the extent and responsibility of their charge. The salary of the Nakadars or Karkoons varies from rupees 6 to rupees 15 per mensem.

The foregoing descriptions general, and overlook exceptional cases.

264. The above description of the duties of the Native Establishments is general, and overlooks exceptional cases in which the duties are differently apportioned. The system of management at the works is essentially the same throughout the Province of Guzerat and in the Konkan; but, in the latter, where circumstances conveniently admit of it, the Sir Karkoons or Head Customs' Officers at the seaports do the duty of a Daroga in conjunction with their duties in the Customs' Department.

Establishment and system at the Salt Works of the Island of Bombay.

265. The Establishment entertained for the Salt Works of the Island of Bombay, which lie, as already stated, within a circle of 3 miles, is upon a somewhat different system. There are no Darogas. The works used to be under the immediate charge of a European Assistant Collector of Customs, and the whole Native Establishment, manufacturing and preventive, is superintended by a single Karkoon, receiving a salary of rupees 200 per mensem.

Cost of the entire Establishment of the Salt Excise Department.

266. The cost of the entire Establishment, European and Native, entertained in the Salt Excise Department, as it stood on the 1st of

May 1853, was rupees 13,944 per mensem, or rupees 1,67,328 per annum, as shown below:—

	Rupees.
Cost of Establishment for the Island of Bombay	1,141
Ditto for Guzerat and the Konkan	11,939
Average of Commission, at 8 annas per cent. on the gross collections of Salt Excise, paid to the heads of the several Native Establishments, viz., the Sir Karkoons and Darogas, in addition to their fixed salaries..	864
Total per mensem	13,944
	12
Total per annum	1,67,328

267. This was the cost, under the old system, now in course of supersession, of the Native Establishments separately entertained in all cases at the Salt Works, and of one-third of the Covenanted and Uncovenanted European Agency, and their Ministerial Establishments, employed, in the Continental Customs' and Excise Department, in the performance of both Salt and Customs' duties.

Process of watching production and store, and collection of the Excise.

268. The process of watching, production, and store, and collecting the Excise remains to be described. Various accounts and books require to be kept in vernacular languages, at the several Salt Works, in connection with these duties; a list of which, together with forms of the same translated into English, is appended.*

Each heap of Salt numbered, and the contents estimated.

269. While the newly produced Salt is lying in the pans, and on the ridges which separate them, it is under the care of the Government Establishment, and none is permitted to be moved except to be stored in the heaps (called rass) described in paragraph 170. Each of these heaps, as soon as commenced, is numbered, and the contents estimated, previous to the Salt being brought to account in the Government Books.

Measurement of the Salt as thrown into the heaps not possible without great additional expense.

270. It has frequently been attempted to measure the Salt as it is thrown into the heaps, but this, it is stated, has been found to be impracticable without a great increase of expenditure, because in the manufacturing season, the Salt is ready to be removed throughout the whole Agur, or set of pans, at one and the same time, and is carried from the small ridges by troops of men, women and children, in baskets of various dimensions adapted to the strength of the individuals. The existing Establishments are considered to be quite incompetent to take any measurement of it, as they are usually employed at the same time in the delivery of Salt to purchasers.

If it were possible, the object, viz., securing a correct account of stock, would not be attained, owing to wastage and casualties.

271. But even if it were possible, which, with greatly increased expenditure, it is admitted it might be, to measure the Salt, as heaped, the desideratum of securing a correct account of the stock would, it is objected, be as remote as ever; first, because the Salt, when first gathered, is saturated with moisture, which continues to drain in the form of brine from the heap for weeks after it has been formed, and so causes a diminution of the original quantity stored; and again, because the heaps, or rass, are subject to constantly occurring casualties.

Such as wastage from dampness of the atmosphere.

272. For instance, in the rainy season, notwithstanding that the rass may be efficiently protected from direct contact with water, still, Salt being of a deliquescent nature, it absorbs moisture from the air; and this moisture, it is stated, drains from the rass in the form of a strong brine, causing a considerable waste of substance.

Loss from penetration of rain.

273. If, accidentally, the rain penetrates into the rass, which, it appears, is far from being efficiently protected in all cases, of course the loss of substance is much greater.

Loss by bursting embankments.

274. But the greatest source of inaccuracy is alleged to be the occasional occurrence of an extraordinarily high tide, which, breaking the embankment, washes the foundation of the rass, and causes, in the course of half an hour, the loss of thousands of maunds of Salt.

The account of stock is, therefore, kept by estimate.

275. From these causes it has been found, it is stated, quite impossible to keep an account of the stock of Salt sufficiently accurate

* Appendix F.

to serve as a perfect check on the deliveries; hence the alleged necessity of keeping instead an account of estimated stock.

The Estimate Book.

276. The estimate is taken monthly, and entered in a book called the "Azmaesh Kurda," or "Estimate Book."*

The Day and Delivery Books.

277. From this book the entries are transferred into the "Roz-khird," or "Day Book,"† and there balanced against the entries transferred from a third book, called "Map Kurda," or "Delivery Book."‡

Periodical examinations and adjustments of Stock.

278. At the close of the manufacturing season, in May, the balance of stock is examined by a Committee consisting of 3 or 4 Karkoons, and 1 or 2 manufacturers, who report in detail the number of heaps, and the quantity in each. The stock of Salt is again examined by a similar Committee on the 31st of August, and a third examination takes place on the cessation of the south-west monsoon, when the wastage from floods, deliquescence, or other causes is ascertained; and, after investigation by the Assistant Collector, reported to the Collector, who authorizes the writing off of the amount which he may be satisfied has been so lost.

279. In like manner, if, when the whole of a rass has been delivered, there be an excess or deficiency in the estimated quantity, it is adjusted in the Roz-khird,§ or Day Book, after the sanction of the European Officer in charge of the district, to whom each case of excess or deficiency is separately reported, has been obtained.

Salt not removeable without a Permit.

280. No salt is permitted to be removed from the rass or heap without the production of a Permit from the Officer authorized to grant it.

Process of obtaining a Permit.

281. Parties desiring to purchase Salt at the pans must, in the first instance, address to the Inner Daroga, or Head Native Officer of the manufacturing department, a written application,‖ stating the quantity of Salt they require, the Agurs or Works from which they propose to take it, and its destination. Upon this, the necessary preliminaries (whether payment of excise, or execution of a bond or other document) having been fulfilled, the Permit¶ for delivery of Salt is granted, and the amount of duty brought to account in the "Khird," or "Cash Journal."**

282. When the Salt required is the produce of a Government Agur or Salt Work, the price of the same is paid in addition to the Excise Duty, and at the same time. If the Salt is the produce of a private Agur, the endorsement of the proprietor is required on the application of the purchaser.

Sale price of Salt at the pans.

283. The sale price of Salt at the different Salt Works may be stated as ranging from 9 pies to 2 annas per Indian maund.

Checks upon the Permits.

284. Act XXVII of 1837, under Section V, provides that no Salt shall be delivered from the Salt Works without an order from the Collector. This provision is so far complied with, that the Permits are all pre-signed by the Collector,†† or his Assistant; but the actual filling-up of these Permits is necessarily entrusted to native officers in the different districts. The blank Permits, bearing the seal and signature of the Collector or his Assistant, are bound up in convenient books, containing each from 50 to 200 printed Permits. A strict account of these blank Permits is exacted from the native officers entrusted with the duty of receiving the Excise and filling-up the blank documents. The counterfoil of each Permit is filed by the issuing officer, and periodically compared with the account of blanks kept at the office of his European superior.

Form of the Permit.

285. The Permit¶ itself consists of two distinct orders, one of which is addressed to the officer in charge of the Suza, whence the Salt is to be delivered; and a third part with blanks, to be filled up by that officer.

What officer receives the duty, and grants the Permit.

286. The particular officer to whom the duty of receiving the Excise Duty, and granting the Permit is entrusted, varies at different

* Appendix F, No. 1. † Appendix F, No. 2. ‡ Appendix F, Nos. 3, 4, and 5.
§ Appendix F, No. 2. ‖ Appendix F, No. 6. ¶ Appendix F, No. 7.
** Appendix F, No. 8. †† Now Commissioner or Deputy Commissioner.

localities. In some cases he is the Sir Karkoon or Head Native Officer of Sea Customs; in others, he is the Inner Daroga of the Salt Establishment, who is the district officer, having the general control of the manufacture and delivery of Salt from the pans.

Question as to the officer to whom this duty should be entrusted.

287. The subject of the officer to whom the duty in question should be assigned, has been much discussed. It was argued, on the one hand, that the multiplication of checks secured by employing an officer not otherwise connected with the executive duties of the Salt Department, was advantageous; and, on the other, that simplicity and economy required that the duty should be performed by the district officer in charge of the Saltpans. Both plans have been acted on at different places.

The officer who will perform it under the new system.

288, In future, under the new system, the receipt of Excise Duty, and the filling-up of the blank Permits must be entrusted to the Head Native Officer of the station in the manufacturing branch of the Establishment.

Delivery of the Salt.

289. An Exporter of Salt, after paying the Excise, or executing, in the excepted cases, a bond or other prescribed document, proceeds with the Permit and Application to the Suza, and produces these documents to the Suza Officer, or Karkoon, who registers * their receipt, and proceeds to the Agur from whence the Salt is to be delivered. He carefully superintends the delivery, whether the same may take place by weight or measure.

Delivery in some cases by measure, in others by weight.

290. Here it is necessary to explain that Salt is delivered from the pans in some cases by *measure*, in others by *weight*. Salt delivered for removal by sea or by carts in the Konkan, is measured; that removed by pack-bullocks is weighed. The only reason for this diversity of practice is, that it has been found impossible to weigh large quantities of loose Salt from heaps widely distant from each other, no weighing machine, sufficiently simple or portable, having been as yet designed adapted for the work. On the other hand, it has been found much more easy to weigh salt transported by bullocks than to measure it. The tare of the empty packs being ascertained, they are, when filled, each weighed by a sort of steel yard easily moved from place to place.

Process of delivery.

291. The Karkoon who superintends the delivery of the Salt, assisted by the Tolat (weighing man) and Peons, enters the weight or measure in a book called the "Map Khurda," or "Delivery Book" † When delivered by measure, the tally is taken for each ten measures. When delivered by weight, the weight of each pair of bullock-packs is separately entered, and the number and gross weight of each pair is marked on the pack in distinct figures.

Process after delivery.

292. When the delivery of the Salt is complete, the Suza Karkoon fills up the blanks in the third part of the Permit,‡ and after tearing off the portion addressed to himself, which he files on the records, he gives the remaining portions to the Exporter, to serve for the protection of his Salt, and at the same time, returns the original Application to the Head Native Officer of the District, in the manufacturing branch, with an endorsement to the effect that the Salt to which the Application refers has been delivered. He then transfers the entry from his "Map Kurda," or "Delivery Book,"§ into the "Rozkhird," or "Day Book," ‖ and there terminates his concern with the Salt.

Removal of the Salt—process and p

293. The Salt, protected by the Permit, is now removed from the Agur. When the removal takes place in boats for trans-shipment into larger vessels in the neighbouring roadstead, the separate boat loads are protected by a "Purwanna," or "Warrant,"¶ under the signature of the Suza Karkoon, who is supplied, for the purpose, with a certain number of blank forms of the Purwanna bearing the Collector's seal, of which he is obliged to keep a strict account. The number of these purwannas, and the quantity of Salt covered by each, are endorsed on

* Appendix F, Nos. 9 and 10.
† Appendix F, Nos. 3, 4, and 5.
‡ Appendix F, No. 7.
§ Appendix F, Nos. 3, 4, and 5.
‖ Appendix F, No. 2.
¶ Appendix F, No. 11.

the third portion of the Permit,* which is not given to the Exporter until the whole quantity has been removed from the pans. When the Salt is intended for exportation direct in the same bottom, the whole quantity covered by one Permit must be laden in one boat.

Checks of the Preventive Chowkeys on Salt in transit from the pans.

294. The Salt now comes under the check of the Preventive Chowkeys. These Chowkeys are so placed as to command all access to the Saltpans, either by land or by water, and the Officers there stationed challenge all Salt which leaves the Salt Works, and examine the Permits by which it is covered. When the Salt is conveyed on bullocks, the number and weight marked on each pack are taken down, and entered in a book called "Teep Kurda" or "Check Book,"† and about 10 per cent. of the whole is re-weighed. If found correct, the Permit is endorsed by the Karkoon of the Outer or Preventive Daroga's Establishment, and the quantity covered by it is allowed to pass.

295. When the Salt is loose and conveyed in carts, or in boats, it is the duty of the Officers at the Preventive Chowkeys to measure the cubical contents of each cart or boat load, by thrusting an iron spit or rod into the Salt to ascertain its depth, which, being multiplied by the length and breadth of the whole, is reduced into Indian maunds, at the rate of $2{,}924\frac{1}{10}$ cubic inches per maund.

296. This mode of ascertaining the quantity of loose Salt is far from accurate; it gives, however, an approximation, and the Preventive Officers have the power, whenever their suspicions are at all excited, of ordering the re-measurement of the whole quantity.

Additional check on the delivery of Salt exported by sea.

297. It may be here proper to notice another check which is held over the correct delivery of Salt exported by sea. The Exporter is furnished with a certificate specifying the quantity of Salt, and amount of Excise Duty paid. On arrival at the Port of Import, it is universally re-measured, and any excess is detained and reported.

Patrols to prevent Smuggling.

298. Besides the guard kept at the several Chowkeys, nightly patrols are made by the Preventive Daroga, accompanied by some of the Havildars and Peons, and guard boats attached to the Preventive Department also ply in the creeks, which in many cases are found close to the Salt Works, in order to prevent smuggling by the seaboard.

Penalties strictly enforced in the case of Salt removed without a Permit, or found in excess of the Permit.

299. When Salt is removed without a Permit, or is found in possession of any party in excess of the Permit, either by the Preventive Officers at the Chowkeys, or at the port of import, confiscation and the other penalties provided by Act XXVII of 1837, and Act XXXI of 1850 are strictly enforced.

Salt once beyond the Chowkeys not liable to question, except upon strong suspicion.

300. The Preventive Chowkeys, as has been seen, are placed close around the Salt Works, and Salt once beyond the Chowkeys, whether in transit or in store, is not liable to examination or question, except upon strong suspicion of its having been smuggled from the works, or across the frontier; nevertheless, the Permit provides for a protection of such reasonable time as may be necessary to allow of the Salt reaching its destination. When examination is resorted to, the course of proceeding prescribed by Section 9, Act No. XXVII of 1837 is followed; but such cases seldom arise.

Frontier Customs' Chowkeys.

301. With the view of preventing the importation by land of unexcised Salt from foreign territories across the frontier, as well as for securing the realization of the general Customs' Revenue, lines of Chowkeys are maintained on the frontiers of the Portuguese territories subject to Goa and Damaun, and on the north-western frontier of the Presidency.

The Customs' Chowkeys on the Portuguese Frontiers, some preventive, some for the collection of duty on Salt and other goods.

302. The Chowkeys, or Posts, on the Portuguese frontiers are some of them preventive, and some for the collection of the duty on Salt and other goods. The Salt imported from these territories is the produce of regular Salt Works established on the coast within them. The Revenue collected on the Damaun frontier, is trifling, less than a thousand rupees per annum, as, in consequence of the Salt being inferior to that which is produced at the works in the British Terri-

* Appendix F, No. 7. † Appendix F, No. 15.

tories, little or no Salt is brought to the Customs' Stations in Guzerat for the payment of duty. But, on the Goa frontier, a Revenue of rupees, 89,874 is realized as Customs on Salt brought from the Portuguese Territory.

303. The north-west frontier line extends along the eastern border of the Great and Little Runn of Cutch, from Mhonsury on the Marwar frontier to Unwarpoora, and from Patree along the Kattywar frontier, southward as far as Talaja on the coast below Gogo.

Extent and direction of the N.W. Frontier Customs' line.

304. The Establishment on the Runn frontier is entirely preventive against Salt only. It is entertained with the view of excluding from consumption, within the Bombay Presidency, the Salt which is spontaneously produced in immense quantities on the surface of the Runn, where it extends beyond the British limits. This peculiar produce is known as "Ghussialoon," being obtained partly by scraping the soil, but the name is also applied to Salt of a superior description, spontaneously produced in the beds of Salt streams which flow into the desert.

The Runn portion of the above line entirely preventive against Salt only, and established with the view of excluding the spontaneously produced Salt of the Runn where it extends beyond the British limits.

305. Before means were adopted for the exclusion of this Salt from the Bombay Districts, it interfered somewhat with the legitimate trade of Salt in the Runn, and its consumption in the Bombay Territories; and it still finds its way to a very considerable extent into, and through, the Joudpoor and Marwar Territories beyond the British control. It is principally produced in the bed and immediate neighbourhood of the river "Lonee," which falls into the Runn at its extreme north-western point, and supplies the country to the north, until it is met by the Salt of the Great Sambhur Lake to the north of Ajmere near Jeypoor.

Country supplied by the above Salt.

306. The Establishment on the Kattywar frontier is partly for the collection of the Duty on Salt, but principally to prevent untaxed Salt from Scinde, Cutch, and Kattywar, from crossing over, and entering Guzerat. The Revenue realized as Customs is very trifling, less than 1,200 rupees, on Salt alone, no other goods being subject to duty on this frontier.

The Kattywar portion of the N.W. frontier line is partly for the collection of the duty on Salt, but principally preventive against Salt only.

307. Particulars of the frontier lines will be found in a Table* in the Appendix.

Particulars of the Frontier lines.

308. The cost, in the Salt Department, of the Native Establishments entertained for the collection of the frontier duties, is rupees, 3,311 per mensem, or rupees, 39,732 per annum, which being added to the cost of the Establishments entertained in the Salt Excise Department, as shown at paragraph 266, gives a total charge, on account of Establishments in the Salt Department of rupees, 17,255 per mensem, or rupees, 2,07,060 per annum.†

Total charge on account of Establishments for Excise and Customs on Salt.

309. It should here be noticed that all the Salt used in the Kaira Collectorate, or carried through it, is manufactured at works in Cambay; and that, on the Salt produced at those works, the Bombay Government receives an Excise of only 5 annas, 11¼ pies, per Indian maund. To account for this, it is necessary to explain that the city and port of Cambay, with the adjacent district is foreign territory, in the Revenues of which the British Government is interested, as having succeeded to the Mahratta chouth, or tribute. His Excellency the Nawaub of Cambay, on the introduction of the Salt Excise, refused

Arrangement with the Nawaub of Cambay, by which the Bombay Government is entitled to a duty of 5 annas 11¼ pie per Indian maund, on all Salt produced at his works.

* Appendix G.

	Rupees.
† Cost of Establishments for the collection of the Salt Excise	13,944
Ditto for the collection of Frontier Duties	*3,311
Total per mensem	17,255
	12
Total per annum	2,07,060

* It has since been ascertained that the proportion of this charge debited to Salt is only rupees 2,171 per mensem, which reduces the total monthly and annual charges here shown to rupees 16,115, and rupees 1,93,380 respectively.

to make any alteration in the rates levied at his Saltpans. The Bombay Government thereupon placed a line of frontier Chowkeys, which prevented the ingress of Cambay Salt into the British Territories; but a considerable quantity continued to be carried into the Territories of the Guicowar; and, after some negotiation, the Nawaub agreed to levy the Bombay rate of Excise, if he might appropriate one-half. This was acceded to, as, on the whole, an advantageous compromise. Under this arrangement, the Bombay Government is entitled to an Excise Duty of 6 annas per Indian maund on all the Salt produced at works in Cambay; but the Nawaub established a claim to an additional huck, or due, amounting to $\frac{3}{4}$ of a pie per maund, by which the share of the Bombay Government, in the Excise Duty of 12 annas, was reduced from 6 annas to 5 annas, 11$\frac{1}{4}$ pie, the rate now received. Thus it happens that this portion of the Bombay Salt Revenue comes neither under the Salt Excise levied on the manufacture of the Presidency, nor under the Customs' Duty levied on foreign Salt crossing certain frontiers, but is in the nature of a Revenue derived from foreign Salt, in a particular instance, without the intervention of Customs' Posts, upon an amicable arrangement considered to be mutually beneficial.

Total deliveries of Salt from the Works of the Bombay Presidency, and those in Cambay, in the year 1852-53, with particulars of the same.

310. According to a statement* appended, the total deliveries of Salt from the Works of the Bombay Presidency, and those in Cambay, in the year 1852–53, being the latest year for which I have been able to obtain an account, amounted to 41,50,553 Indian maunds, of which 7,09,059 maunds were delivered from the pans in the Island of Bombay, and 34,41,494 maunds from the continental works. Of the total deliveries, 28,56,801 maunds were taken by sea and land for consumption in the Interior, which includes the whole home consumption of the Presidency, on payment of the full Excise of 12 annas per maund, excepting the portion produced at works in Cambay, on which an Excise of only 5 annas, 11$\frac{1}{4}$ pies, was received—viz., from the pans of the Island of Bombay, 15,976 maunds; and from the works on the continent, 28,40,825 maunds. The exports by sea to Calcutta, paying the full Excise of 12 annas per maund, amounted to 4,00,018 maunds, of which 2,67,433 maunds were exported from the Island of Bombay, and 1,32,585 maunds from the continent. The exports by sea to British ports under the Madras Presidency, paying only a charge of 3 pies or a $\frac{1}{4}$ anna per maund, to cover expenses, amounted to 4,34,576 maunds—viz., from the Island of Bombay, 3,20,790 maunds; and from the continent, 1,13,786 maunds. The exports to foreign ports under the Madras Presidency, paying a duty of only 1 anna per maund, amounted to 4,53,698 maunds, of which 99,400 maunds were exported from the Island of Bombay, and 3,54,298 maunds from the continent. The deliveries for free export to ports in the Straits of Malacca, and to other places beyond the Continent of India, amounted to only 5,460 maunds, the whole from works in the Island of Bombay. The total deliveries for export by sea beyond the Presidency thus amounted to 12,93,752 maunds—viz., 6,93,083 maunds from the Island of Bombay, and 6,00,669 maunds from the continent.

Gross Revenue—Charges—Net Revenue.

311. The total gross Revenue for the year amounted to rupees 24,62,262, the charges to rupees 2,03,995,† and the Net Revenue to rupees 22,58,267. The gross Revenue gives an average Excise rate of nearly 9$\frac{1}{2}$‡ annas per Indian maund on the total deliveries, and the charges are equal to about 8$\frac{1}{4}$§ per cent. on the gross collections. The gross Revenue of the Island of Bombay was rupees 2,23,781; the

* Appendix H.

	Rupees.
† Establishments	1,90,322
Other charges	13,673
Total charges .. Rupees	2,03,995

‡ Obtained by dividing rupees 24,62,262, the gross revenue, by Maunds 41,50,553, the total deliveries.

§ Obtained by charging rupees 2,03,995 on rupees 24,62,262.

charges rupees 20,496, or $9\frac{1}{6}$ per cent. on the collections, and the Net Revenue; rupees 2,03,285. The gross Revenue of the continent was rupees 22,38,481; the charges 1,83,499, or $8\frac{1}{5}$ per cent. on the collections; and the Net Revenue, rupees 20,54,982.

Discrepancies between the charges for establishment exhibited in the statement, and those shown at paragraphs 266 and 308 explained.

312. The charges for Establishment, as exhibited in the Statement* under consideration, are not however reconcilable with the cost of Establishments, as shown at paragraphs 266 and 308, which is taken from a Statement furnished to me, purporting to exhibit in detail all the Establishments entertained in the Salt Department. According to this latter Statement, the total cost of the Salt Establishments, as they stood on the 1st of May 1853, was rupees 2,07,060. According to the present Statement, the total charges against the Salt Revenue on all accounts, incurred in the year 1852-53, were rupees 2,03,995, of which only rupees 1,90,322 were for Establishments, and the remainder, rupees 13,672, were on other accounts. Possibly, the cost of the Frontier Establishments, amounting to rupees 39,732 per annum, though exhibited in full in the Establishment Statement, is charged only in part against the Salt Revenue, and in some proportion against the Customs' Revenue, as they are essentially Customs' Establishments, entertained for the collection of the duty on other goods besides Salt. If the whole cost on this account were deducted from the Establishment Statement, the cost for Establishments, as exhibited in that Statement, would be reduced considerably below the amount charged to the same head in the present Statement.†

313. A part of the discrepancy may also, perhaps, be accounted for by the consideration that that portion of the remuneration of the Head Native Officers which is paid in the shape of Commission, is not always of the same amount, but fluctuates with the amount of the collections. In a Statement furnished to me, purporting to show the actual charges of collection of the Salt Revenue of the Presidency, for the years 1841-42 to 1848-49, the amounts vary from rupees 1,63,368 in the lowest year, to rupees 2,10,216 in the highest, and the fluctuations apparent in each year are stated to be principally owing to the cause above mentioned.

314. The cost of the Establishment entertained for the Salt Works of the Island of Bombay, according to the Establishment Statement, corroborated by other papers furnished to me, was only rupees 13,692 per annum; but, according to the present Statement, the charge actually incurred for the Salt Establishment of the island, in the years in question, was rupees 18,556. Possibly, this great proportional difference is also reconcilable by allowing for one or both of the causes of discrepancy above surmised; but it seems improbable.‡

315. The same discrepancies occur taking the similar Salt Revenue Statements for previous years. I presume that the present Statement must be accepted as exhibiting the charges actually incurred against the Salt Revenue in the year 1852-53, for Establishments, and on all other accounts.§

Distribution as regards consumption of the Excised Salt produced in the Presidency.

316. As might have been expected, nearly the whole produce of the works in the Island of Bombay is exported by sea for foreign consumption, that is, for consumption beyond the limits of the Presidency—only 15,976 maunds, out of the total deliveries from those works, amounting to 7,09,059 maunds, being taken for consumption in the Interior. On the other hand, out of the total deliveries from the continental works, amounting to 34,41,494 maunds, only 6,00,669 were exported by sea for consumption beyond the limits of the Presidency, the remaining 28,40,825 maunds having been taken for

* Appendix H, column 23.

† It has since been ascertained that the cause here supposed, affords the true solution of the discrepancy.

‡ It has since been ascertained that the present statement contains the charges actually incurred in 1852-53, while the Establishment Statement exhibits the reduced charge after that year.

§ It has been since ascertained that this assumption is correct.

consumption in the Interior. A portion of this latter quantity, it may be presumed, was consumed in the Interior beyond the limits of the Presidency, both in British and Foreign territory; but what proportion of the Excised Salt of Bombay manufacture is so consumed there are no accounts to show. Thus, of the total deliveries, amounting to 41,50,553 maunds, the deliveries for Home, or Interior, consumption amounted to 28,56,801 maunds, and for Foreign, or Exterior, consumption to 12,93,752 maunds.

Imports of Foreign Salt—their extent and distribution.

317. In the same year, according to another Statement appended,* the imports of foreign Salt by sea amounted to 12,635 maunds, viz. to the Port of Bombay 11,056 maunds, and to the continental ports 1,579 maunds. By land, the imports amounted to 1,20,981 maunds, to the continent only, making a total of foreign imports amounting to 1,33,616 maunds. The total Customs' Revenue realized from these imports of the Excise rate of Duty, viz. 12 annas per Indian maund was rupees 1,00,212, of which rupees 9,476 was realized on Salt imported by sea, and rupees 90,736 on Salt brought by land. The imports by sea to the Port of Bombay were almost entirely from the Persian and Arabian Gulfs; those to the continental ports were entirely from Cutch and Scinde, Goa and Damaun, The total quantity imported by sea was small, and nearly the whole came from the Persian and Arabian Gulfs. The importations by land were across the Goa, Damaun, and Kattywar frontiers; but nearly the whole quantity was imported across the Goa frontier, the importations across the other two frontiers having been trifling in the extreme.

The proportion of charge on account of frontier Establishments, should rather be exhibited in this Statement.

318. No charges are exhibited in this Statement, but it appears to me, that, if a proportion of the cost of the Frontier Establishments is charged against the Salt Revenue, it should be exhibited in this, rather than in the other, Statement, as being a charge against the Customs on Salt, and not against the Excise on that article.

Total net Revenue by Excise and Customs derived from Salt, and per centage rate of charges.

319. The imports of Foreign Salt being added to the deliveries of Home Salt, the total deliveries are raised to maunds 42,84,168.† The Customs' Revenue being added to the Excise Revenue, the gross collections are raised to rupees 25,62,474,‡ and the Net Receipts to rupees 23,58,478.§ The rate of the charges on the gross collections is at the same time reduced from about $8\frac{1}{4}$ to nearly 8‖ per cent., and the average rate of duty realized is raised from a little under to a little over $9\frac{1}{2}$¶ annas per maund.

* Appendix J.

	Maunds.
† Home deliveries	41,50,553
Foreign Imports	1,33,615
Total	42,84,168

	Rupees.
‡ Excise	24 62.262
Customs	1,00,112
Total	25,62,474
§ Excise	22,58,266
Customs	1,00,112
Total	23,58,478

‖ Obtained by charging rupees 2,03,995 on rupees 25,62,474.

¶ Obtained by dividing rupees 25,62,474, gross collections, as above, by maunds 42,84,168, total deliveries, as above.

SECTION III.

ON THE FITNESS AND EFFICIENCY, OR UNFITNESS AND INADEQUACY, OF THE EXISTING SYSTEM AND ARRANGEMENTS.

Reasons for the great particularity which has been observed in the foregoing description of the Bombay system of Excise.

320. I HAVE been thus particular in describing the system in the Bombay Presidency, and tracing its history and progress, because the existence of a system of Excise upon the manufacture of Salt in that Presidency is relied upon as affording the best proof of the feasibility of substituting a similar system of private manufacture, for the manufacture on account of the Government, in the Presidencies of Bengal and Madras; and because, if a system of Excise is to be substituted in those Presidencies, the arrangements in force in the Bombay Presidency will serve as a guide for the measures proper to be taken in order to effect the change.

A short review of the narrative, showing that the history of the Salt tax in the Bombay Presidency presents no objectionable features, but, on the contrary, bears the impress of a beneficent policy.

321. Whatever may be the case in the other Presidencies, the history of the Salt tax in the Bombay Presidency presents, no forbidding features; on the contrary, it bears the impress, throughout its course, of an enlightened and beneficent policy, except in the aspect that the taxation of an article necessary to subsistence is not justifiable upon any degree of fiscal necessity.

322. In the year 1823, when the Bombay Government first submitted to the Court of Directors a proposal to introduce a Salt monopoly into that Presidency, on the Madras system, with a prohibitory duty on all foreign Salt, and a high rate of tax on the home-made article, the Court positively refused to sanction the measure, on the ground that, in the infant state of the newly acquired territories, constituting the larger portion of the Presidency, any such taxation of Salt was premature, and would be felt as grievous and oppressive.

323. When, subsequently, it was again proposed to enhance the duty on Salt, and to alter the mode of raising the Revenue, the objects of the measure expressly were, merely to provide a commutation for the more vexatious and oppressive exactions levied on the inland trade of the Presidency, and, in effecting this commutation, to put an end to the varying, unequal, and complicated methods of collection which then prevailed, and to realize the Revenue according to one simple principle, that of a fixed duty upon the manufactured article.

324. Accordingly, in introducing the measure, the monopoly system, though it existed in the Bengal and Madras Presidencies, was rejected, and the freer system of an excise upon the manufacture was preferred; a moderate consolidated duty, based solely upon a careful calculation of the rate which would suffice to provide the amount of substitute for the Inland Customs, was imposed on home-made Salt; the same rate of Customs was laid on all foreign Salt, a free trade in the article being thus established; and, simultaneously, the Transit Duties heretofore levied were completely and comprehensively abolished, throughout the Presidency, and all its native dependencies. The result of the commutation, it has been seen, was not an increase of Revenue but an annual sacrifice of income to the amount of rupees 2,51,607, without taking into the account various very objectionable taxes, to the annual amount of rupees 6,78,312, previously relinquished without an equivalent. Provision was also made for preventing the tax from pressing with undue severity on fishermen engaged in the trade of salting fish.

325. Again, when the rate of Excise and Customs was raised from 8 annas to 12 annas per Indian maund, which is still the rate,

the object of the measure, expressly, was to provide a commutation for the Town Duties, Mohturpha or taxes on trades and professions, and other multifarious exactions, as full of inequalities, anomalies and complications, and as liable to abuses, as the Transit Duties had been. The law had raised the duty to 1 rupee; but, before that rate came into operation, orders were received from the Court of Directors positively interdicting a higher rate than 12 annas. This commutation has also been attended, so far, with an annual sacrifice of Revenue to the amount of rupees 3,56,781, and on the whole, the annual deficiency in the Revenue of the Presidency, at the present time, by the abolition of various imposts of a far more objectionable character than the Excise upon Salt, amounts, after allowing for the compensatory income derived from that source, to rupees 11,69,426, or £116,942. The only extraordinary impost which remains in the Bombay Presidency is the special duty levied on Tobacco imported by sea, or across any of the causeways, into the Island of Bombay for internal consumption. This tax yields a net annual Revenue of about rupees 90,000, and a proposition from the Bombay Government to abolish it is now under the consideration of the Government of India.

326. On the whole, then, the only grounds of animadversion and regret, in connection with the establishment of the Salt Excise, in the Bombay Presidency, seem to be that the measure was not introduced, and carried out to its full extent at an earlier date, and that the period of its gestation and delivery, and progress to maturity, should have been so long protracted as to retard for many years the relief it brought to the population of the Presidency; for it cannot be denied (to quote from a public journal of the day) that the re-distribution of the burden of taxation, involved in the original measure, and in the subsequent enhancement of the duty, was both judicious and equitable, and that the incubus on the prosperity of the Presidency which was taken off was far more heavy and crushing than the load which was laid on.

Reasons which may be supposed to have led to the adoption of a system of Excise in deviation from the examples of monopoly afforded by the other Presidencies, and the propriety of the choice.

327. It was of course very desirable to ascertain upon what precise grounds a system of Excise was preferred in deviation from the examples of monopoly afforded by the other Presidencies; but upon this point all that is to be gathered from the records is, that the Government of Bombay appear to have been led by the Court's refusal to sanction a monopoly, to consider the system of duties collected at the places of manufacture, and that the conclusion arrived at was that such a system was not incompatible (to use Mr. Bruce's words) "with an efficient, mild, and economical realization of the public Revenue," while in itself it had great advantages over any other plan. Indeed, in comparing the two modes of Monopoly and Excise, the only question to be solved was, in which of the two the difficulties of preventing smuggling would be the greater, and the Bombay Government seem to have decided that the difficulties would not be greater under a system of Excise than under a monopoly.

328. I have not been able to discover that any reasons were assigned for this decision, and, in their absence, the question arises, whether the decision was a correct one. I see no cause to doubt that it was, or that the Excise system, under proper restrictions, is calculated to work as beneficially for the Revenue as a monopoly. After a practical investigation of the mode of manufacture, and of the Excise and monopoly arrangements applied to that mode in the Bombay and Madras Presidencies, respectively, I have been unable to perceive why a larger or more expensive force should be required to watch production, and protect and collect the Revenue, when individuals manufacture freely for themselves, than when they manufacture exclusively for the Government, or what facilities for illicit practices exist in the one case which do not equally exist in the other; or why, the agency being necessarily of the same character in both cases, it should be less trustworthy, or less efficient in the one case than in the other; and I have no doubt that it was on these obvious grounds that Mr. Bruce and the Bombay Government in concurrence with Mr. Bruce, came to the conclusion that,

on the one hand, nothing was to be gained financially by the establishment of a monopoly, to compensate for the disadvantages of an exclusive system; while, on the other, an Excise upon the manufacture, besides being equally productive as a fiscal measure, would obviate the necessity of a vexatious, troublesome, and expensive disturbance of existing private rights, and be attended with the other advantages incidental to a free system. The propriety of the choice made seems to me to admit of noquestion.

The working and arrangement of the Excise considered.

329. How far the Excise works well in fact, and is well arranged, has next to be considered.

On this point, the chief test is the extent to which the Salt consumed pays, or evades, the duty. This test considered.

330. On this point the chief test should be the extent to which the Salt consumed pays, or evades, the duty; but this, unfortunately, is a test which cannot be applied with any confidence, for it is not possible to reduce the extent of smuggling to the proof of figures. From the comparative moderation of the price, the consumption of Excised Salt in the Bombay Presidency is supposed to be comparatively large, and has been estimated at 16 lbs per head, but I am at a loss to discover how any approach to an estimate has been arrived at, since both the elements necessary to the calculation are wanting. In the first place, of the deliveries for consumption in the interior, the proportions consumed, respectively, within and beyond the limits of the Presidency cannot be discriminated, as is repeatedly admitted in the records; and in the next place, the number of the population of the Presidency is by no means accurately known. To pretend to fix the Excised consumption per head when the data are so utterly defective, or rather, when there are in fact no data, seems to me to be purely mischievous.

Comparing the deliveries with the population of the whole tract supplied by them, the inference seems to be that a considerable portion of the consumption is supplied by Salt which has evaded the payment of the duty.

Page 229.

331. According to a statement * appended, the average deliveries for consumption in the interior, taking the latest three years, viz., from 1850-51 to 1852-53, amounted for one year to 27,35,866 Indian maunds, equal, at 82$\frac{2}{7}$ lbs. to a maund, to 225,122,688 lbs. The population of the Presidency, according to a census taken by the several Collectors on the 1st of January 1846, and by the Police of the Island of Bombay on the 1st of May 1849, was found to be 8,204,502;† but this number does not appear to have included the population of Sattara and Sinde, and is probably in other respects not so accurate as the number adopted in Campbell's "Modern India," viz., 9,210,272, excluding Sinde,‡ where Bombay Excised Salt is not consumed. If, therefore, the whole Salt delivered were consumed by the inhabitants of the Presidency, the consumption per head would be about 24$\frac{1}{2}$ lbs. This, however, is by no means the case, for a portion of it supplies the consumption both of British and Foreign territory beyond the limits of the Presidency.

332. It has been deduced from information derived from reliable sources,§ that the Salt of the western coast is carried to great distances, in various directions, before it is met by that from Bengal, from the Sambhur Lake, and from Madras. The points to which the supply extends have been ascertained approximately to be Oujein in Malwa; Khyraghur to the eastward of Nagpore; and Kurnool in the Madras Territories, on the southern border of the Nizam's country. Direct lines connecting these points with each other, and with the coast would

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* Appendix K, column 8.

† Collectorates	7,638,383
Island of Bombay	566,119
Total	8,204,502
‡ Regulation Provinces	8,151,048
Non-regulation Provinces, excluding Sinde ..	1,059,224
Total	9,210,272

§ See Chapman's "Cotton and Commerce of India," Pages 316 and 317.

include the greater part of the Nizam's Territories, of the Province of Nagpore and of Malwa, as coming within the market of the western coast, and supplied chiefly from the British Salt Works on that coast. A very considerable portion of the deliveries, it may therefore be concluded, finds its way beyond the limits of the Presidency,* and comparing the deliveries with the population of the whole tract, within and without the Presidency, supplied by them, the inference would rather seem to be that the excised consumption per head cannot be very large, and that a considerable portion of the actual consumption must be supplied by the illicit introduction of Salt which has evaded the payment of the Duty.

The Imports of Salt into the Island of Bombay in 1852-53, give a low rate of consumption per head in that quarter, and indicate a lower rate elsewhere.

333. It appears that the total quantity of Salt imported for consumption into the Island of Bombay, in the year 1852-53, amounted to 58,720 Indian maunds, equal to 4,831,817 lbs. Taking the population at 566,119, which includes children as well as adults, this gives a consumption of scarcely more than 8½ lbs. per head, which is a low rate; and if this is the excised consumption per head in the Island of Bombay, where, as in other populous places, a large quantity of Salt is used in curing meat and fish, making pickles, and for other miscellaneous purposes, it may be supposed that in other parts of the Presidency, where the article is only used as a condiment, the rate is even lower.

In 1846 and 1848, the Court of Directors draw the attention of the Bombay Government to the progressive decline in the deliveries of Salt from 1843-44 to 1846-47.

334. In a dispatch dated the 18th of November, 1846, reviewing the administration of the Salt Revenue for the years 1843-44 and 1844-45, the Court of Directors pointed out to the Bombay Government that the large falling off in the deliveries of Salt demanded their instant and serious attention, and directed a searching inquiry to be immediately instituted for the purpose of ascertaining the causes; and in a subsequent dispatch, dated the 19th of July, 1848, continuing the subject, they stated that they considered it of the utmost importance that the causes which had led to the progressive decline in the deliveries of Salt, from the year 1843-44 to the year 1846-47, should be clearly ascertained, so as to show whether the decrease had to any extent been occasioned by the illicit introduction of Salt which had evaded payment of the Excise, in which case proper measures of prevention should at once be adopted, or whether the enhancement of the duty from 8 annas to 12 annas per maund in the first of the above-mentioned years had in reality led to a reduced consumption among the people.

The inquiry, extending to 1850, made in consequence, showed the local officers to be generally of opinion that the contraband trade had increased.

335. From the inquiry made in pursuance of the Court's orders, it appeared that the local officers differed much in their opinions on the subject, all professing to have little, or no, data upon which to form an accurate decision; but, generally, they came to the conclusion that the increase in the Excise must have had a tendency both to diminish consumption, and increase the contraband trade.

The Members of the Government took the same view, and attributed the existence of the extensive smuggling, supposed to exist, chiefly to the inefficient superintendence of the Collector.

336. The Members of the Government took the same view, and recorded the following, among other, observations on the general subject, in their respective Minutes, dated in July and August, 1850—

The Governor's opinion.

The Governor wrote—"I may observe, however, that the effect of the Salt Excise on consumption cannot be ascertained till the extensive smuggling which is supposed to exist shall have been put an end to."

Mr. Willoughby's opinion.

Mr. Willoughby observed—"Act XXXI of 1850, passed on the 9th of this month, embodies most of the provisions we have sought for, for the protection of the Salt Revenue, and I am hopeful that we shall soon be satisfied of the beneficial effects of that Act, in an

* In 1826, Mr. Bruce computed that not less than one-half of the whole quantity of Salt produced in the Bombay Presidency was consumed in Foreign territories, dependent upon that Presidency for their supply. This estimate seems to rest upon no authoritative data; but whatever was the proportion then, it may safely be concluded that it is much higher now.

increase of Salt Excise, proportionate to the diminution of the contraband trade, which may be expected to accrue.

"But we must also rely on the zeal, vigilance, and activity of the chief officers of Excise for the protection of the Public Revenue, without which all laws will be inoperative.

"From the reports we have received, I am by no means satisfied that this Department is efficiently conducted, and I must add that, as far as our records show, the advantages which were anticipated from the appointment of several Uncovenanted Assistants to the Collector of Continental Customs and Excise have not been realized. These officers should be directed to be constantly on the move, supervising the conduct of their subordinates, and adopting all practicable measures for the suppression of the illicit trade, which is believed to be very great, especially on the Goa and Demaun frontiers."

Mr. Blane's opinion.

Mr. Blane wrote—"Adverting to Mr. Willoughby's remarks on the management of the Continental Customs and Excise Department, it is much to be regretted that the present Collector has not afforded us that satisfaction to be wished for in so important a charge. Particular instructions will, I think, be found to have been issued regarding the duties to be performed by the Uncovenanted Assistants, but it is to the efficiency of the superintendence of the Head of the Department to which we must look for activity and diligence on the part of the subordinates; and whether to be attributed to the absence of this or other causes, I regret to participate in the impression entertained by Mr. Willoughby, that the advantages anticipated from the appointment of that class of functionaries have not been fully realized."

The Governor's rejoinder.

And the Governor rejoined—"I agree in the opinions expressed by my Honourable Colleagues. I think, however, a good Collector would make good Uncovenanted Assistants; or, if the materials were bad, satisfy us as to the fact, and as to the propriety of exchanging them for others of the same or a different class.

"I hope the last injunctions we gave Mr. —— may have some effect in inducing him to exert himself."

In 1849, various frauds on the Salt Revenue were detected, and severe strictures were passed on the lax supervision of the Collector.

337. In the year 1849, various frauds and irregularities, carried on by the Native Establishment of the Salt Works at Penn, were discovered and investigated, and measures were proposed for the correction of abuses. The Court of Directors, in reviewing these proceedings, in a dispatch dated the 2nd of June, 1852, wrote as follows:—

"In the investigation of this matter, Mr. Shaw, late Commissioner of the Northern Division, displayed a degree of care and judgment highly creditable to him. The various members of your Government also appear to have given the case a large share of their attention.

"The measures that have been adopted for preventing the recurrence of similar irregularities by a thorough revision of establishment, and amendment of detail arrangements, appear well calculated to ensure success." * * *

"The Collector of Continental Customs and Excise, Mr. —— has exhibited a great want of vigilance and attention to his duties; and you have found it necessary to convey to him strong expressions of your displeasure and disapprobation in consequence. * * * In the justice of your strictures we entirely concur."

In 1851, Mr. Shaw, the Revenue Commissioner of the Northern Division, on a review of the Salt Excise returns for 1849-50, recorded an opinion that the Revenue was in a very precarious position.

338. In a letter dated the 29th of January, 1851, reviewing the Salt Excise returns for the year 1849-50, Mr. Shaw, the Revenue Commissioner of the Northern Division, showed that the utmost consumption of excised Salt in the Island of Bombay in that year amounted to 49,217 maunds, giving a consumption for each individual, on a population of 5,66,000, of only 7 lbs. 2 oz. 1 dr.

339. The consumption at 20 lbs. per head, he showed, would have been 1,38,048 maunds, at 11½ lbs., 78,728 maunds, and at 15 lbs.,

1,03,536 maunds, the actual excised consumption of 49,217 maunds being, as compared with those quantities, less than the

1st, by 88,832 maunds;
2nd, „ 29,511 ditto; and,
3rd, „ 54,319 ditto.

He stated that 11½ lbs. per annum, being at the rate of ½ an ounce per diem, was, as far as he could ascertain, the lowest rate of individual consumption, and he thought 15 lbs. per head a low estimate, considering the wealth of the place, the extent of the shipping population, and the quantity of Salt required for use in staple articles of trade, viz., in pickling mangoes and curing bumbaloes and other fish.

340. Upon these calculations and other considerations, he recorded the following opinion:—

"It is clear to my apprehension, that the Revenue derived from our Salt Excise is in a very precarious position, and that Government has in vain sacrificed Transit Duties, House and Trade Taxes, Town Duties, and all Customs, &c., at intermediate ports, thus relieving the commerce of the country from many pressing and objectionable taxations, in the hope of still realizing a compensating income by the light Excise on Salt of 12 annas on 82⅔ lbs. weight of the condiment."

Opinions of Mr. H. Young, Commissioner of Salt Revenue in the Bombay Presidency in 1854, as to the forms and extent of smuggling.

341. The following are Mr. Young's opinions on the forms and extent of smuggling, conveyed, in reply to my inquiries, in a letter dated the 27th of March, 1854—Mr. Young, at the time of my visit to Bombay, was Commissioner of Salt for the entire Presidency, a new office, then just created:—

"There can be no doubt that the illicit removal of Salt from the pans is by far the most extensive form in which smuggling takes place. There is little or no illicit manufacture, and illicit importation of Foreign Salt is almost entirely confined to the clandestine introduction of Salt by land, across our frontiers.

"It is, for obvious reasons, impossible to state with anything like confidence, to what extent smuggling may exist. Opinions on this point vary greatly; before expressing my own, I would beg to draw your attention to a Statement which I append, which exhibits a statement of all cases of smuggling which have been officially inquired into, during the three years ending 1851-52, and which affords the only positive clue I can give you to the actual extent of smuggling."

Some illicit importation of Foreign Salt takes place by land, in Mr. Young's opinion, but none by sea.

"As regards illicit importation of Salt, the produce of other countries, I can find no ground for believing that any such importation takes place by sea; that it does occur by land cannot be doubted. A reference to the Statement of smuggling cases adjudicated, shows that attempts to import Salt from Demaun and Goa are not unfrequently made, and they are of course not altogether unsuccessful; but I can express no opinion as to the quantity thus introduced into our territories, further than to state that I do not believe it to be so great as materially to injure the Salt Revenue."

"The danger is most serious in the neighbourhood of the Runn, the spontaneous production of Salt in the independent territories on the north of that desert, has been long a subject of uneasiness, and may eventually call for the adoption of additional precautions."

The chief smuggling, Mr. Young thinks, is from the Saltpans of the Presidency, not on a large scale, but by petty depredations, entailing on the whole a heavy loss on the Revenue.

"The illicit removal of Salt from the Saltpans within our own territories, is an evil which meets us everywhere, and one which will probably be never altogether got rid of. Smuggling on a large scale is not, in my opinion, often attempted: the passing of Act XXXI of 1850 has tended powerfully to check systematic and wholesale frauds; but the Government is, on the whole, a heavy loser by petty smuggling and pilfering, and, above all, by the dishonesty and collusion of its Native Establishments. Indeed, without such connivance, no loss of any consequence could be incurred under present arrangements."

342. The following figures, taken from a Statement * appended, show the deliveries of Salt for each year from 1842-43 to 1852-53 :—

The decline in the deliveries, as shown by an appended Statement extending from 1842-43 to 1852-53, notwithstanding the increase of population in these 11 years, indicates that a considerable portion of the consumption is met by an illicit supply.

Year.	Deliveries for Interior Consumption	Deliveries for Exterior Consumption	Total Deliveries.
1842-43 ..	29,18,406	13,25,646	42,44,052
1843-44 ..	30,14,025	11,73,107	41,87,132
Average ..	29,66,215	12,49,376	42,15,592
1844-45 ..	24,15,016	13,58,108	37,73,124
1845-46 ..	24,94,170	14,04,349	38,98,519
1846-47 ..	21,57,177	12,91,922	34,49,099
Average ..	23,55,454	13,51,459	37,06,914
1847-48 ..	29,99,063	15,02,361	45,01,424
1848-49 ..	25,86,984	12,20,536	38,07,520
1849-50 ..	26,43,564	15,34,609	41,78,173
Average ..	27,43,203	14,19,168	41,62,372
1850-51 ..	25,87,262	14,87,415	40,74,677
1851-52 ..	27,63,463	11,71,511	39,34,974
1852-53 ..	28,56,873	13,09,036	41,65,909
Average ..	27,35,866	13,22,654	40,58,520

343. Confining the examination to the deliveries for consumption in the interior, it will be seen that they were higher in the year 1843-44, the last full year of the eight-annas rate of Excise than they have been in any subsequent year at the higher rate of twelve annas, and that the average of the two years to 1843-44 exceeded the average of the next three years, from 1844-45 to 1846-47, by 6,10,761 maunds; of the following three years, from 1847-48 to 1849-50, by 2,23,012 maunds; and of the latest three years, from 1850-51 to 1852-53, by 2,30,349 maunds, the average being somewhat less in these last three years than in the previous three years.

344. As the population must have increased progressively, and, on the whole, considerably, in the 11 years in question, the decline in the deliveries indicates either a very considerable progressive diminution in the actual consumption, or a very considerable progressive increase in the illicit consumption. There has, possibly, been some diminution in the individual rate of consumption, but it can hardly be doubted that, on the whole, there must have been a progressive, and a great, increase of consumption, proportioned to the progressive increase of population, which has been met by an illicit supply.

345. The series of averages would have been more complete if the Statement had commenced with the year 1841-42 (a year earlier); and it would have been better, I may here observe, to have compiled a Statement of financial results in a corresponding form, and for the same period; but the materials furnished to me did not admit of this, and I was compelled to prepare the financial statement† in a different form, and for a shorter period.

346. The appended Statements of all contraband cases officially inquired into, during the 3 years ending with 1853, appear also rather to indicate the activity of smuggling than the efficiency of prevention.

Two appended statements of contraband cases officially adjudicated in the three years ending with 1853, indicate activity of smuggling, rather than efficiency of prevention.

* Appendix K. † Appendix H.

347. It will be seen that 1498* attempts to introduce Foreign Salt clandestinely, by land, across the several frontiers,† and 856‡ attempts to remove Salt illicitly from the Salt Works of the Presidency,§ were brought to notice, and adjudicated, in the 3 years in question, involving seizures, the former to the extent of 3,621 maunds, the latter to the extent of 10,075 maunds. As might have been expected, the introduction of Foreign Salt prevails chiefly in Guzerat, and the smuggling of home-made Salt principally in the Konkan.

The conclusion from the foregoing analysis of facts and opinions is, that the Excise has not hitherto worked well, owing, however, to defective arrangements, and not to the unsuitableness of the system.

348. From the foregoing analysis of facts and opinions, it is clear, that, according to the actual results, and the concurrent testimony of successive high functionaries, as well as of the local Officers, the administration of the Salt Excise in the Bombay Presidency has not hitherto been successfully conducted, and admits at present of much improvement. This want of success is not, however, to be attributed to the unsuitableness of the system, under proper restrictions, but to defective arrangements, such as, under a monopoly or any other mode of raising the Revenue, would have equally conduced to the same insufficient results.

The defects enumerated and considered.

349. These defects have consisted in the division and diversity of control, in weak and ill paid Native Establishments, in the inadequacy of the law for the protection of the Salt Revenue, more especially in leaving the manufacture absolutely free, and in inefficiency of superintendence.

First, division and diversity of control; and, second, weak and ill-paid native Establishments.

350. The first of these defects has lately been cured by placing the whole sea and land Customs, and Salt Excise of the Presidency under the control of a single Commissioner,‖ a measure which is well calculated to promote the efficiency of both Departments, as it concentrates the management under one high functionary, and widens the range of selection for the post, enabling the Government to command the services of their best and most experienced officers for it. The improvement of the Native Salt Establishments is in progress in connection with this change, the additional expense being met by reductions on the Customs' side, so as, on the whole, to involve little, or no, increase on the present charge. This is a measure, which has long been imperatively called for, and should now be carried out without stint, as the protection of the Revenue must always mainly depend upon securing the efficient and honest service of the Native Establishments employed at the Salt Works.

Third, inadequacy of the Law, until August 1850, for the protection of the Revenue.

351. With respect to the inadequacy of the law for the protection of the Revenue, it has been seen from paragraphs 139 to 144 of this Report, that the Bombay authorities pointed out in August 1844, on the occasion of the duty being enhanced from 8 annas to 12 annas per Indian maund, that it would be necessary, in consequence, to enact more stringent rules against smuggling, and to place some restrictions upon the manufacture. This necessity was repeatedly felt, and pressed upon the legislature, afterwards, but it was not until August 1850, when six years had elapsed, that the provisions sought for were embodied in Act No. XXXI of that year. The effect of these provisions on the deliveries could scarcely have begun to develop itself in the two years succeeding the enactment of the law to which the Statement extends.¶

	No. of Cases.	Quantity Seized.
* Guzerat	1,083	2,800
Konkan	415	821
Total	1,498	3,621

† Appendix L.

	No. of Cases.	Quantity Seized.
‡ Guzerat	162	418
Konkan	694	9,656
Total	856	10,075

§ Appendix M.

‖ See Paragraphs 235 to 248. ¶ Appendix K.

Fourth, lax and inefficient superintendence for many years previous to March 1854.

352. On the remaining point, it is clear, from the inquiries and opinions which appear on the records of the Bombay Government, that the Salt Excise of, at least, the continental portion of the Presidency has laboured during a long period under the disadvantage of being very inefficiently superintended. This impairing element had been in operation, apparently, for some years in 1850, and was not obviated until the Customs' and Salt Departments were completely amalgamated, and placed under one controlling head, in the person of Mr. Henry Young, in March 1854. This gentleman possessed every qualification for the office in a very high degree; and I feel sure that under his management the administration of the Salt Excise would soon have been placed on a very improved footing; but Mr. Young was in a few months translated to the office of Chief Secretary to Government. The best system will not succeed under lax and incapable superintendence, and it cannot be expected that the Salt Excise of the Bombay Presidency will become properly productive until its administration is more vigilantly and efficiently controlled than it has hitherto been. The importance of the Customs and Excise Commissioner's charge, and the necessity for placing it in able hands, may be estimated, when it is stated that it extends over an annual Revenue of between 50 and 60 lacs of rupees, and Establishments numbering nearly 4000 individuals; these Establishments being scattered throughout the whole extent of country from Goa towards the south to the northern extremity of the Runn of Cutch, a distance of more than 500 miles, in which space there are no fewer than 35 sea ports, and 126 groups of Salt Works.

Cost of collecting the Excise positively high. The scattered position of the works a chief cause.

353. It has been shown, at paragraph 319, that the expense of realizing the Salt Revenue in the latest year, 1852-53, amounted to nearly 8 per cent. on the gross collections. This is considered a high rate of charge. In what proportion it is high as compared with the cost of monopoly management in Bengal and Madras will appear hereafter. In England, according to the evidence given by Sir Francis Doyle, the Chairman of the Board of Excise, before the Parliamentary Committee which sat in 1836, the cost of collecting the Salt Excise, when it existed, was under three per cent. The additional expenditure about to be applied to the improvement of the Native Establishments will increase the cost of management, except in so far as it may be met by the diminished expense* of the European agency; but the increase of Revenue which may be expected from the greater efficiency and honesty of the Establishments should conduce to a reduction in the percentage rate. The present high cost of management is chiefly chargeable to the scattered position of the works. They were found, when the Excise was introduced, dispersed all over the country, and very little has since been accomplished in the way of concentrating them in the best localities, owing to the difficulty of satisfying existing interests and claims in detached works, and to there having been no law, prior to 1850, empowering the parties in any way to control, or regulate, the manufacture.

Observations and suggestions on the remaining more prominent parts of the system and subject.

354. I proceed to record, as briefly as possible, some observations and suggestions on the remaining more prominent parts of the system and subject.

Restrictions. The manufacture, though not absolutely, is essentially free. The existing restrictions do not admit of being relaxed.

355. Although in the Bombay Presidency the Salt Revenue is realized in the shape of an Excise on the produce, levied when it is removed for consumption, the manufacture, it has been seen, is not absolutely free. Under the Regulations first enacted, any person might manufacture and store Salt at any place, and in any quantity however small, simply upon giving notice of his intention to the Collector of the district. Notice having been given, the Collector had no power to prohibit the manufacture, or to place any restrictions upon it.† But at present, no new work can be established, and no old works which were not in use when the existing law was passed, or which may have been abandoned since for three consecutive years,

* See Paragraph 242.

† Sections 2 and 3, Act XXVII of 1837.

can be re-opened, without the permission of the Government, and the Government may, at its discretion, suppress any Salt Work which does not, on an average of any three years, produce yearly at least 5,000 maunds of Salt.*

356. These restrictions do not admit of being relaxed in the least; they are, as experience has proved, indispensably necessary as a security against smuggling, and in order to keep the expense of Establishments within due bounds. At the same time, they leave the manufacture *essentially* free. I do not find that even the most uncompromising assailants of the Indian Salt monopolies have ever contemplated the possibility of substituting a system of Excise which should leave the manufacture *absolutely* free.

The power of suppressing Salt Works producing less than 5,000 maunds yearly, should be more fully exercised.

357. The power of suppressing Salt Works producing less than 5,000 maunds yearly, first granted to the Bombay Government in August, 1850, has scarcely been resorted to at all. The first measure of the Commissioner of the Salt Revenue should be to suppress at once all works conducted upon a lower scale of extent than the above, which are not so grouped with larger works as to allow of their being supervised without any additional expense. There are numerous detached works which admit of being closed under this rule, and their suppression would conduce to concentration, and to a considerable reduction in the cost of management.

Taking Stock. The weak point in the system is, that a sufficiently correct account of the Stock of Salt on hand is never secured.

358. The weak point in the Bombay system of Excise is, that a sufficiently correct account is not secured of the Stock of Salt on hand at a given time, at any given place. On this subject Mr. Young writes as follows:—

Mr. H. Young's remarks on the consequences of this defect.

"* * * Wanting this, we have no means of bringing our officers to book, and we are obliged therefore, in some measure, to place ourselves in their hands. European Agency in carrying out the details of the storing and delivery of Salt is out of the question; and all that we can do is to create as many checks and counter-checks as the means at our disposal allow.

"Constant attention has been turned to this point ever since the introduction of the Salt Excise system. A strict system of book-keeping, involving independent entries by many hands, made at divers times and places, a preventive Establishment independent of the ordinary executive officers at the pans, constant changes of appointments from place to place, and many other devices have been, and are resorted to; but all such means are evidently insufficient, so long as opportunities which must occur are availed of, to permit traders to remove a percentage more than they are entitled to; intentional errors in the tally, or overweight in the scales, are frauds against which we cannot secure Government, so long as the stock account continues, as it must continue, imperfect."

The objections to weighing or measuring the produce into store considered insufficient. The adoption of the Madras method of weighing into stock, and adjusting the stock account, recommended.

359. The causes which operate to prevent a sufficiently accurate account being kept of the Stock of Salt are described in paragraphs 270 to 275 of this Report. The produce is not weighed or measured into store, but is booked up by estimate. It is objected that it could not be measured as stored into heaps without a great increase of expenditure, and that even if it were measured into store, the loss from wastage and other casualties would constantly vitiate the stock account.

360. I am not satisfied of the sufficiency of these objections. In the Madras Presidency, where the process of manufacture and storage is precisely similar, the produce is measured into heaps of 10 garce or 1200 maunds. The heaps in the Bombay Presidency vary from 200 to 3,000 maunds, and there seems to be no reason, therefore, why, on the whole, the produce should not be measured into store at the Bombay Works with as much facility, and at as small a cost, as at the Madras Works. Nor should there be any greater difficulty than at Madras in keeping up the subsequent account.

* Sections 6 and 7, Act XXXI of 1850.

361. The mode in which stock is periodically taken and adjusted has been described in paragraphs 278 and 279. The adjustments are based upon mere estimates, and the quantities written off exhibit great variations, fluctuating, in the eleven years from 1842-43 to 1852-53, from 66,654 maunds in the lowest year (1844-45) to 5,10,275 maunds in the highest year (1849-50), as shown in a statement* in the Appendix.

362. It is obviously of the greatest importance to the protection of the Revenue, that the Salt produced should, in the first instance, be weighed or measured into store, if it can possibly be accomplished, and I would suggest that the Bombay Government be instructed, in communication with the Madras Government, to adopt the method of measuring into store, and adjusting the stock account, which prevails in the latter Presidency, or to report why that method, the system of manufacture and storage being the same in both Presidencies, is inapplicable or impracticable.

Levy of Duty.—The levy of duty below the amount fixed by Law, and after removal of the Salt from the pans, declared by the Law Officers of the Bombay Government to be illegal.

363. It has been seen that the rate of Excise Duty fixed by Law is one rupee per Indian maund, and that this rate has been reduced by a notification of the Bombay Government to 12 annas a maund. It has also been seen that the Law requires that the Excise shall be levied before the Salt is removed, and that in cases of Salt taken for export to Bengal this rule is not observed, 4 months' credit being allowed, under a bond, for the payment of the Duty. In some cases also of export by sea beyond the Presidency, a much less duty than 12 annas is levied, and in other such cases, free export is allowed. In 1852, the Advocate-General at Bombay being called upon to advise to what extent the practice in these respects was legal, and whether it, or any part of it, required to be legalized by enactment, gave it as his opinion that the reduction, by Government Notification, of the tax from the amount fixed by legislative enactment was illegal, and that any practice in the mode or time of payment of the tax, varying from that directed by the Act, was illegal also, and that to legalize it a fresh enactment was necessary. The Draft of a new Law was accordingly prepared to meet these difficulties. This Draft-law, which is still under the consideration of the Bombay Government, and the papers† connected with it, are appended.

But their opinion questioned. A consolidation of the Law in one new enactment nevertheless desirable.

364. With very great diffidence, I venture to differ from the opinion of the Law Officers of the Bombay Government, as to the necessity of the proposed Law. It appears to me that if the Government chooses to relinquish any portion of a tax, or to grant any indulgences in the time or mode of its payment, it is at liberty to do so. In other words, the Government may, I conceive, take less, though it cannot exact more than the Law prescribes. At all events, it is not a question which is likely to be ever raised. Moreover, I am about to propose in the sequel, that no Excise Duty be levied on Salt taken for export by sea beyond the limits of the Presidency. The Law relating to the Salt Excise, might however, be consolidated with advantage in one new enactment, and the opportunity might be taken of substituting any necessary alterations as to the rate of duty, and the free removal of Salt in certain cases. The present Draft might be taken as the nucleus of the new enactment.

Weighing and Measuring.—By Law, the Excise on Salt is leviable by weight, but measurement is also in use. Reason for the mixed practice.

365. By law,‡ the Excise on Salt, is leviable by weight and not by measure; but the latter process is in partial use to facilitate and expedite its removal in large quantities. The practice is, to deliver all Salt taken for exportation by sea by measure, all other Salt being delivered by weight. The reason for this diversity of practice, is explained to be the impossibility of weighing large quantities of loose Salt, for export, from heaps widely distant from each other; while, on the other hand, it has been found much more easy to weigh Salt, transported by bullocks, than to measure it, the filled packs being weighed by a sort of steel-yard, and the tare of the packs being deducted.

* Appendix K, Column 15. † Appendix N.

‡ Section 2, Act XVI of 1849.

366. This explanation would not be intelligible without the further explanation that, for preventive purposes, the number and weight are marked on each pack or parcel of Salt conveyed on bullocks, or otherwise, by land. Except for the purpose of facilitating checks as the deliveries pass the preventive posts, it would not be necessary to weigh the packs, empty or filled. All that would be necessary would be, to weigh over the Salt to the purchaser, leaving him to fill his packs and remove them. What I suppose is meant, then, is not that the mode of conveyance alters the relative facilities of weighing and measuring, which would apparently be an absurd supposition, but that weighing, which is in the abstract the more tedious method, facilitates in certain cases certain after purposes. But this does not get rid of the other plain inference which the explanation suggests, viz., that if Salt can be weighed for carriage by land, it can be in no greater degree difficult, or, as is objected, impossible, to weigh it also for exportation by sea.

Lieutenant De Lisle's experiments to test the relative merits of weighing and measuring Salt. Balance of advantages in favour of measuring.

367. In 1851, two series of very complete and exact experiments were carried out by Lieutenant De Lisle of the corps of Engineers, under the orders of the Bombay Government, for the purpose of ascertaining the relative merits of weighing and measuring Salt. The conclusions he arrived at he stated, on the first occasion, in the following words:—

"On the whole, it appears that while weighing is superior in point of accuracy, measurement has the advantage in economy, in dispatch, in portability, in the first cost, and in the durability of the apparatus required; and may be depended upon within 3 per cent. of the original measurement either way."

And on the second occasion as follows:—

"The advantage on the score of accuracy would therefore be still in favour of weighing, were it not for the concomitant disadvantage of a heavy outlay in the first instance, and the subsequent increase of expense on account of the longer time required for weighing, than for measuring, Salt."

Lieutenant De Lisle's Reports appended.

368. Lieutenant De Lisle's Reports* are given in the Appendix, as containing, I believe, the only complete illustration, founded on a series of trials, of the difficulty experienced in India in checking the receipt and delivery of Salt, from the compressibility of the article, and from the variations in bulk and in weight, to which it is liable from atmospheric influence.

The Bombay Government direct that measuring be generally introduced, but revert eventually to the present mixed practice.

369. In December 1853, the Bombay Government, deeming it objectionable that the mixed practice of weighing and measuring which existed should be continued, directed that the system of measurement should be introduced as far as possible, two measures in every hundred being also weighed, in all cases of delivery by measure, to test the measurement. It being represented that this plan would be very inconvenient in some cases, the Government again decided, in February 1854, that two systems were not to be followed; that all Salt was to be delivered by measure; and that if, for the purpose of facilitating test by the preventive Establishment, it was necessary to weigh the packs when filled, they could be weighed, and the weight noted on them, including the weight of the packs. These orders, which in fact subjected a large proportion of the total deliveries to both the processes of measurement and weighment, being followed by numerous urgent complaints on the part of the trade, the Government were induced, in the following month, on the representation of the Commissioner of the Salt Revenue, to revert to the present mixed practice.

Mr. H. Young anxious to devise a method of delivering all Salt by weight only, but failed to mature his plan.

370. The Commissioner, Mr. H. Young, at the same time informed the Government that he was engaged in maturing a plan for the delivery of all Salt by weight only. The great difficulty he felt in the way of this reform was the inconvenience of weighing large quantities of Salt for shipment; but he thought this difficulty might

* Appendix O, Nos. 1 and 2.

be overcome by using sheet iron punts, or small lighters, so constructed as to indicate, by the depth of their submersion in the water, the exact weight of Salt with which they were freighted. If this could be accomplished, the object, he conceived, would be attained; as it would occasion no additional expense to the shippers, and the quantity taken away would be ascertained with the greatest possible facility. I understand, however, that Mr. Young has failed in maturing a practicable plan.

The Bengal Board of Revenue, on a consideration of Lieutenant De Lisle's reports, decide that weighment is more suitable in Bengal; the Board's Paper appended.

371. Lieutenant De Lisle's reports having been referred for the consideration of the Bengal Board of Revenue, that Board, in a very clear and concise review of the question, came to the conclusion that weighment, with all its disadvantages of slowness and expense, was more suitable to the state of things in Bengal than measurement. The Board's Paper * will be found in the Appendix.

The objections to the mixed practice not apparent, but, if uniformity is of importance, measurement appears more suitable in the Bombay Presidency than weighment.

372. I do not clearly perceive the object of the great anxiety for uniformity of process, for mere uniformity's sake. If one process is best adapted for a certain class of deliveries, and the other is best suited for another class of deliveries, it does not occur to me what possible objection there can be to each process being applied to the class for which it is best fitted. But, if uniformity is of importance, it appears clear to me that, following the whole results of Lieutenant De Lisle's experiments, all Salt in the Bombay Presidency should rather be delivered by measure than by weight, as is done in the Madras Presidency, where the circumstances are similar. In Bengal, weighment is more suitable; but for reasons which do not apply to the state of things in Bombay, as shown in the Paper † of the Bengal Board of Revenue already mentioned.

The sole obstacle to the general introduction of measuring stated, and shown to be easily removable.

373. The sole obstacle in the way of introducing a uniform system of measurement seems to be the check of re-weighing at the preventive posts about 10 per cent. of the deliveries of packed Salt carried by land.‡ This obstacle appears to me so far from insuperable that I am of opinion, and am about to propose in the sequel, that the practice be abandoned, as imposing an unnecessary vexation on the trade. Loose Salt conveyed in boats, for trans-shipment into larger vessels, for export by sea, is not subjected to any degree of re-measurement after its removal from the pans. Nor is loose Salt conveyed inland in carts or boats, in any degree re-weighed. At the best, therefore, very little must be gained by a partial re-weighment of the remaining deliveries carried in packs or head-loads. It seems to me that it would be a sufficient check to note on each pack its number, and the quantity of Salt contained in it, and to pass the packs at the preventive posts, without further detention, if their number and the quantities noted on them corresponded with the entries in the Permit. If the check at the Chowkeys were confined to this, there would be no necessity, in delivering the Salt, to weigh the packs, empty or filled; a certain quantity of Salt might be measured out for each pack, and noted on it.

The introduction of some uniform mode of measuring or weighing Salt in the three Presidencies, a principal object of Lieutenant De Lisle's experiments.

374. With a view to the prevention of frauds on the Revenue, and to the protection, at the same time, of the trade from loss, a principal object of Lieutenant De Lisle's experiments was, to devise some uniform mode of measuring or weighing Salt in the Bombay Presidency, and at the Madras and Bengal Ports, which should ensure the delivery at the ports of import of the same quantity of Salt that was shipped for export, at least within narrow limits. The Bengal Authorities, it has been seen, came to the conclusion that the system of weighing which prevails in that Presidency could not be changed, more especially in the case of imported Salt. On exports to Calcutta, the full excise is levied at Bombay, without allowance for wastage, and the Bengal duty is levied on the quantity actually landed, after deducting the Bombay excise already received on that quantity. The

* Appendix O, No. 3. † Appendix O, No. 3.
‡ See Paragraphs 263 and 294.

exports to the Madras Presidency are confined to the British ports in Malabar and Canara, and to the foreign ports in Cochin and Travancore, all on the west, or Malabar, coast. With respect to the former, it was agreed between the Madras and Bombay Governments, that the Salt received from Bombay by the authorities in Canara and Malabar, for the service of the Madras monopoly, should be taken by the Bombay measure, with an allowance to the importers of 10 per cent. on the quantity exported, for loss by dryage and wastage. This rule, which seems to provide a sufficiently simple and equitable mode of adjustment, is applicable also to exports to those districts by private enterprise, and to Salt taken to the foreign ports on the Malabar coast.

Amendment of the Law, so as to allow of the Excise being levied optionally by weight or measure, recommended.

375. It is to be observed finally, on this subject, that, as by the present Law, Salt owners might insist on the Excise being levied by weight, it seems desirable that the Law should be amended on this point, so as to allow of the Excise being levied optionally by weight or measure, as is already the case with respect to the Customs'* Duty levied on foreign Salt, whether imported by sea or land. It is true that owners, generally, prefer to have their Salt excised by measurement, which is supposed to give them an advantage over weighment of about 10 per cent.; but it might be productive of inconvenience to leave them at liberty to insist upon a particular process of ascertaining the quantity excisable.

Double Establishments.—One, within the works, to watch the manufacture; the other, a preventive force, surrounding the works. The merits of the system have been much discussed; a Collection of the discussions appended.

376. The merits of the double system of Inner and Outer Darogas is a question which has been discussed at much length in connection with the scheme† of re-modelling the entire Salt and Customs' Establishments of the Presidency. A collection‡ of some of the discussions will be found in the Appendix.

377. It has been seen that Salt is produced in 35 Talooks, or districts, of the Bombay Presidency, Talook being a minor territorial division of a Collectorate, and that these districts comprise 126 groups of Salt Works, each group consisting of one or more distinct sets of Saltpans, and the whole number of distinct sets of pans being 531.

378. These works are under the immediate executive charge of two Covenanted Deputy Commissioners, and four Uncovenanted European Assistants. The charge of each European Officer extends, therefore, on the average, over six districts, comprising 21 groups of works, composed of 88 distinct sets of pans, which gives an average of four sets of pans to a group of works.

379. Two distinct Establishments are attached to each group of Salt Works, of which one is employed within the works to watch the manufacture, and the other is a preventive force, located immediately outside, and around, the works, to act as a further check upon the illicit removal of the produce. Over the former of these Establishments, in each Salt-producing Talook or district, is placed a superintending officer called the Inner Daroga, and over the latter a similar officer called the Outer Daroga.

Mr. Shaw would dispense with the Inner and Outer Darogas, and intrust the whole superintendence to the Sir Karkoon or Head Customs' Officer.

380. Mr. Shaw, the Revenue Commissioner of the Northern Division, was at first of opinion, that both the Inner and the Outer Darogas might be dispensed with, and the immediate superintendence of the whole Native Establishment of each Talook or district entrusted to the Sir Karkoon or Head Customs' Officer of the same district.

Mr. Blane would dispense with the outer Establishment altogether, substitute a roving preventive force, and improve and strengthen the inner Establishment.

381. Mr. Blane, a Member of the Council, proposed to dispense with the Outer, or Preventive Establishment, surrounding each group of works, altogether, and to substitute a roving preventive force, applying the saving which might thus be effected to improving and strengthening the Inner Establishment. He considered the vital objection to the system to be the inadequate remuneration of the Establishments in charge of the works, and contended that double Establishments were wrong in principle, and delusive in operation. A second inspection of the Salt by the Outer, or Preventive, Establishment, he con-

* Act II of 1852.

† See Paragraphs 235 to 248. ‡ Appendix P.

sidered to be at once useless and vexatious, and maintained that the Government must collect its Excise while the Salt was in its hands, or be content to lose it, save in special cases, where evidence to justify a seizure of the Salt after it had been passed out of the works could be procured. His opinion, in short, was, that a stronger and better organized Native Establishment over the works, under a single superintendent, with greater activity on the part of the European Agency, would be more efficacious than two weak and ill-paid Establishments, each acting independently of the other under a separate Head.

Mr. H. Young, with whom Mr. Shaw subsequently concurred, would maintain the two Establishments, quite independent of each other, and under separate heads.

382. Mr. H. Young, with whom Mr. Shaw subsequently concurred, contended, on the other hand, that the maintenance of the various cordons of preventive Chowkeys which surrounded the several groups of Salt Works, and which had been everywhere established after minute and laborious investigations into the peculiar circumstances of each group, as regards facility of access from the surrounding country, was essential to the safety of the Revenue; and he considered it equally essential that the Chowkey force should be separately supervised, and otherwise entirely independent of the Establishment employed within the works in watching the manufacture and superintending the delivery of the Salt. His proposition, in short, was to appoint in each Talook, or district, two independent superintending officers; one to control the Establishments employed at the Salt Works, and in the collection of the Revenue, whether of Customs or Excise; the other, to control the entire Chowkey force entertained to prevent all irregular removal of goods, whether in the Customs' or Salt Department.

Mr. Young's proposition adopted by the Bombay Government.

383. This proposition, which involved the combination of the duties of the Sir Karkoon, or Head Officer of Customs, and those of the Inner Daroga, or Supervisor of the Salt Excise, in one individual in every Salt-producing Talook, or district, in which they were then separately conducted, was approved and adopted by the Government.

The differences in the discussions appear to present but little real distinction.

384. The differences in these discussions appear to me to present but little real distinction. A certain strength of Establishment is required at the Salt Works for the collection and protection of the Revenue, and in any organization of an Establishment under a single head it would be necessary to make adequate provision for the duties of prevention. The question, it would therefore seem, resolved itself at the most into this, whether the same duties could be performed, with equal efficiency, by the same aggregate strength of Establishment, under single, as under divided, superintendence; in other words, whether one of the two controlling officers could be dispensed with.

Mr. Blane's opinions entitled to much weight; but the Bombay Government seem to have decided rightly in preferring Mr. Young's plan.

385. Mr. Blane's opinions are entitled to great weight; the official records attest both his practical acquaintance with the working of the Salt Excise system, and the interest he took in promoting its efficiency. His observations on the present question possess much force; but the Bombay Government appear to me to have decided correctly in adopting Mr. Young's plan. The preventive cordons surrounding the groups of works could not be relinquished with safety to the Revenue; nor could a single officer properly control the entire Salt Establishments of a district. Moreover, the complete separation of the preventive force from the Establishment employed in supervising the manufacture is an essential principle which should never be lost sight of, inasmuch as the disunion undoubtedly tends to promote the independent action of the former, and to diminish the opportunities of collusion and smuggling. At the same time, the combination of the duties of the Head Superintending Officers of Customs with those of the Head Superintending Officers of Excise, was quite a practicable and proper measure of economy. Mr. Blane seems to have overlooked that a second examination of Salt leaving the works, under Permits, is not the sole, nor the chief, business of the Chowkey force, but that its more especial duty is to prevent the clandestine removal of Salt not protected by a Pass.

That plan should be at once extended to the Salt Works in the Island of Bombay.

386. The whole Native Establishment, manufacturing and preventive, employed at the Salt Works in the Island of Bombay, is superintended by a single Officer, styled a Sir Karkoon; but the entire separation of the preventive force, under an independent head, seems as essential there as elsewhere, and is a measure which ought certainly to be introduced at once.

Remuneration of Sir Karkoons and Darogas partly by a Commission should be discontinued, and liberal fixed salaries substituted. The appointment of a higher class of officers as Suzadars and Nakadars indispensable.

387. In reorganizing the Establishments, the opportunity should be taken of discontinuing the practice of remunerating the Native Superintending Officers—viz., the Sir Karkoons and Darogas—partly by a commission of 8 annas, or a-half per cent., on the gross Excise collections, distributed rateably among them. Fixed salaries should be substituted, on a graduated scale, proportioned to the extent of the several charges, and of liberal amount, to secure honest and efficient service. The salaries of the Suza Karkoons and Naka Karkoons should also be raised to such a scale as would command the services of a more respectable class of men for these appointments. These Officers are, respectively, in immediate charge of a group of Salt Works, and of the preventive posts surrounding them. The system places, perhaps, the chief trust in their hands; but their pay is very small, varying from 8 to 20 rupees per mensem for a Suzadar, and from 6 to 15 rupees for a Nakadar—a scale of salaries in very low proportion to the amount of trust reposed in them. The appointment of a higher class of Officers as Suzadars and Nakadars is a point of paramount importance. Mr. Blane was quite right in regarding the inadequate remuneration at present assigned to these situations as a vital objection.

The practice of re-weighing the Salt as it passes the Chowkeys should be abandoned, and the check confined the examination indicated in Paragraph 373.

388. Mr. Blane was right also, as it seems to me, in his objections to a second inspection and partial re-weighment of the Salt in passing the Chowkeys or Nakas. The Salt has scarcely been weighed and passed by one set of Officers when 10 per cent. of the delivery is subjected to a second weighment by another set. This practice ought, in my opinion, to be discontinued, and the check confined to the examination indicated in paragraph 373. The Chowkey Officers should rather be employed in preventing the clandestine removal of unprotected Salt, than in harassing the fair trader with interference much more vexatious than profitable.

Present practice of interfering with Salt beyond the Chowkeys illegal, except in illicit Salt Works, and should be relinquished, and the Permit should be taken and cancelled at the Chowkey.

389. It has been seen that the Permit covering a dispatch of Salt provides for a protection of such reasonable time as may be necessary to allow of the Salt reaching its destination: that the Permit is indorsed in passing the Chowkeys by the Nakadar; and that Salt may be detained beyond the Chowkeys on strong suspicion of its having been smuggled from the works, or across the frontier.* These practices appear to me to be opposed to the Law. As I understand the provisions of Act XXVII of 1837, the Permit should be taken and cancelled at the Chowkey, being only required to clear the Salt of the works, where it is manufactured and pays the Excise; and Salt is not liable to question beyond the preventive limits, the rules relating to detention and confiscation being applicable, as it appears to me, only to Salt which has not passed the Chowkeys.

390. If I am correct in this view, the practice in force is illegal and should be amended. The Permit should provide for a protection only to the Chowkeys, where it should be taken and cancelled; and beyond the Chowkeys, Salt in transit, as well as Salt in store, anywhere, except in illicit Salt Works, should not, under any circumstances, be interfered with. It seldom happens, it is said, that Salt in transit, or in store beyond the Chowkeys, is detained; but any seizure of Salt beyond the Chowkeys, except in illicit Salt Works, appears to me illegal; and this I am of opinion is a very proper provision of the Law; there must be some limit to the inquisition; the Establishment within, and immediately surrounding, the works should be made strong enough to detect the first attempts at evasion of the Duty, and beyond the limits of the Establishment no interference whatever should be allowed.

* See Paragraph 300.

391. It only remains to be noticed under this head, that efficient supervision on the part of the European Agency is indispensable to successful management. Hitherto, under the old organization, adequate benefit, it has been seen, has not been derived from the employment of European Uncovenanted Assistants;* but under the new organization it may be expected that full advantage will be taken of the services of this class of functionaries.

Efficient supervision on the part of the European agency indispensable to successful management.

392. In 1829, in planning the Salt Excise, it was considered to be an essential part of the scheme that the Government should altogether withdraw from the manufacture of Salt, and the Court of Directors ordered that the works belonging to Government should be sold outright if possible, or, in failure of purchasers, that they should be let on lease;† but, in introducing the measure in 1837, it was determined not to sell the Government Works, but to lease them, in order that, if the measure did not succeed, the Government might be prepared for a reversion to the former system, or any other change that might be projected.

Government Salt Works. —Their sale ordered by the Court of Directors in 1829.

393. In 1846, a certain farmer having entered into a ruinous contract for some Salt Works in the Island of Bombay, offered to purchase the works for the sum of rupees 1,25,000. His offer was declined, on the ground that if the works were put up to public competition, they would produce a much larger sum; but he was allowed to throw up his farm. On that occasion, the Bombay Government observed that the Collector had assigned sufficient reasons, in connection with the state of the trade in Salt, for not at that time disposing of the works; but that, as it was at the same time very desirable that Government should withdraw from all connection with the Salt manufacture, the sale of the pans should be deferred only until the state of the market might enable the Government to get rid of the property on reasonable terms. In 1852, this injunction was repeated.

And again by the Bombay Government in 1846 and 1852.

394. At the present time, some of the Salt Works belonging to the Government have been permanently assigned to a class of sub-owners or middle men; some are farmed out, and the remainder are managed by the officers of Government, in failure of offers to farm them.‡

Their present disposition.

395. No systematic attempts appear to have been made to dispose of the Salt Works belonging to Government as a general measure, until lately, in 1853, when tenders were invited for the purchase of the Government Salt Pans in the Island of Bombay; but no offers were made. In June of last year, the Bombay Government agreed to a proposal made by Mr. Young, the Commissioner of the Salt Revenue, to dispose of their Works gradually, one set being put up at a time for sale by public auction, at an upset price equal to ten years' purchase of the annual net profits of the proprietary right, and a quit rent being reserved to Government. No sales, however, had been effected up to the latest accounts.

No sales effected hitherto.

396. It appears to me that the Government should no longer delay to withdraw entirely from the manufacture. Such of their Salt Works as they may not be able to let in lease in any year, should be made over, from year to year, to the Coorumbees or manufacturers, to whom should be assigned the Government share of the produce, with its liabilities, on the conditions, first, that the pans shall be subject to the payment of ground rent at the same rate as private pans; and second, that they should be kept in good repair, and delivered back in as good order as when the Corumbees received them. These were the terms on which Mr. Bruce proposed, in 1837, on the introduction of the Salt Excise, to assign the Government interests in the Salt pans in the Island of Bombay to the Coorumbees, and they were sanctioned by the Government of that day. If the Corumbees should be unwilling to take over the whole produce of the pans, instead of receiving only the labourer's share, on these terms, I am of opinion that the works should rather be closed than that the Government

The Government should no longer delay to withdraw from the manufacture. Modes of doing so, and of disposing of the works, suggested.

* See Paragraph 336. † See Paragraphs 68 and 69.
‡ See Paragraphs 192 to 198.

should continue to manufacture any longer. At the same time, renewed measures should be taken for the sale, if possible, of all the Salt Works belonging to the Government, even at some sacrifice. It appears to me that ten years' purchase of the profits is too high an upset price to fix on such property, and that, in preference to being retained, it should be parted with at five years' purchase.

397. Another mode which has occurred to me of disposing of the Government Salt Works is to exchange them for detached works of Private Owners producing a larger quantity of Salt than 5,000 maunds yearly. In this way the Government might obtain a better value for their property. Private Owners might possibly be induced to exchange, giving or receiving the difference in value, and the Government would find their profit, partly, in the reduced expenses of management, and the diminished smuggling, which would accrue from the suppression of such of these detached works, as offer, at present, as indicated in paragraph 353, a great obstacle to concentration.

Mode of selling the Government produce. Proper mode of crediting the proceeds of the Government Works, in produce and rent, pointed out.

398. Government Salt is sold at the market price of the day in quantities of not less than one rass of 1,120 Indian maunds. The rent derived from Government Works let on lease, and the sale proceeds of the Government share of the produce of Salt Works belonging to Government, managed by its own officers, are not credited to the Excise Revenue. Except in the Island of Bombay, these items are credited entirely to Land Revenue, partly as ground-rent and partly as a miscellaneous receipt (Sayer Bab). In the Island of Bombay the whole is credited to the Salt Department, under a distinct head. This diversity of practice should be rectified; both items should everywhere be credited in part to Land Revenue, as ground-rent, and the remainder as a profit of the Salt Department, distinct from the Excise Revenue. I have not the respective amounts of these items at hand; but they are inconsiderable.

The supply by private manufacture has always been abundant.

399. In 1829, when the Excise scheme was under consideration, all the Collectors were in favour of leasing the Salt Works belonging to Government in preference to selling them, giving as one reason that the Government ought to reserve to itself the power to remedy at any time the evil of a deficient supply; but the Court of Directors were of opinion that the freedom of competition would be a sufficient security against this evil, and saw no reason to apprehend that the application of capital to the manufacture of Salt under a free system would not be ample. The result has proved that the Court judged correctly. The supply has always been abundant, and it has seldom happened that the stock left in hand has not considerably exceeded the year's consumption, as may be seen by a reference to the Statement* of Stock and Deliveries in the Appendix.

Exports by Sea.—The rules considered.

400. The law and the practice in respect of the levy of the Excise Duty have been defined in paragraphs 212 to 224. In connection with this head, the rules in force regarding Salt exported by sea appear to me to present many points for consideration and amendment.

Exports to Bengal; confined to Calcutta; present practice; reasons for it; objections to it. The simple rule should be to allow free Export, and to levy the full Import Duty at Calcutta, on the quantity actually landed, to credit of the Bengal Salt Revenue.

401. First, as regards Salt exported to any port in the Bengal Presidency.† These exports are, in fact, confined to Calcutta. They are subject to the full Excise Duty of 12 annas per Indian maund; but in place of the duty being levied at the pans before the removal of the Salt, the exporter is accommodated with four months' credit, if desired, on entering into a bond with sureties for the full amount.‡ At Calcutta, in levying the Import Duty of rupees 2:8 per Indian maund, a drawback is allowed of the Bombay Excise Duty of 12 annas per Indian maund on the quantity that may be actually landed, up to, but not in excess of, the declared shipment in Bombay, all wastage and sea risks being thus thrown upon the exporter; however much of his Salt may waste on the voyage, or if it should all be lost, he has still to pay the Excise Duty on the full quantity shipped, receiving drawback, in Import Duty, only on the quantity he may actually land.

* Appendix K, Columns 14 and 17.

† Paragraphs 220 and 221. ‡ See Paragraphs 222 and 223.

402. This practice appears to me to be altogether objectionable. The simple rule should be to allow free export, without bonds or restrictions of any kind, and to levy the full Import Duty at Calcutta, on the quantity actually landed, to credit of the Bengal Salt Revenue. Mr. Young is opposed to allowing any Salt to be removed from the works without the payment of the full Excise Duty, except when it is taken for export to Foreign Ports in, or beyond, India, because of the facilities afforded to smuggling; and he would discontinue the practice of giving four months' credit for the duty on exports to Bengal, there being no sufficient reason for the indulgence, while it increases the risk to Government. If the rule of levying the Excise Duty in Bombay on Salt exported to Calcutta is to remain in force, I concur in the opinion that the credit system should be abolished, as creating an unnecessary complication of accounts and business; but I entertain no doubt that the correct course is to allow free export.

403. Under the present practice, the Salt export trade from Bombay to Calcutta labours under great disadvantages, as compared with the same trade from Great Britain, whence Salt is exported free, and pays duty only on the quantity actually landed; so also, all other Foreign Salt, European or Asiatic, exported to Calcutta, pays duty only on as much as reaches its destination. The prepayment of a portion of the duty at Bombay, long in advance of the sale of the Salt, is a disadvantage; or, if credit is taken, a bond cannot be executed without trouble, nor can sureties be procured without a consideration; and a further disadvantage is, that, in case of wastage, or accident at sea, the exporter loses, not only the Salt and freight, but his Excise payment of 1,000 per cent. on the value of the article. It is true that wastage seldom occurs, for a Statement * appended shows that in a great majority of cases an excess is landed, but there is no reason why the exporter from Bombay should be liable to the risk more than the exporter from any other place; on the contrary, it seems very anomalous that the home article should be made specially subject to disadvantages from which all Foreign Salt is free.

404. It is, of course, a matter of no real moment, as regards the accounts, whether the whole duty is levied as Customs at Calcutta, or whether a portion of it is taken as Excise at Bombay. In the former case, if Bombay were entitled to credit for a proportion of the amount equal to the Excise Duty, a transfer in account would be easy; but Bombay has properly no claim to receive credit for any duty paid on Salt which, though produced there, is consumed in Bengal. The consumers pay the tax, and the produce of the duty ought therefore to appear in the Bengal, and not, as it now does, in the Bombay accounts.

405. The only ground upon which the levy of the Excise Duty on Salt taken for export by sea beyond the Presidency can be defended is, that otherwise the Salt might be clandestinely re-landed and disposed of on the coast; but Mr. Young admits that this risk is very small in the present case, as the article is invariably conveyed to Calcutta in large-decked ships that rarely, if ever, touch on the coast; and it not being worth while, when they do touch, to break bulk in order to get at the Salt. If, however, the risk were greater, the proper mode of meeting it is to resort to sufficient preventive measures on the coast, and not to place restrictions on the export trade.

406. My inquiries at Bombay among persons connected with the trade, lead me to believe that the effect of the existing restrictions and risks has been, as might have been expected, to confine the trade in a few hands, and prevent its expansion; and that, if they were removed, the exports would increase very considerably, to the great advantage of both Presidencies. The annual exports of Salt from Bombay to Calcutta, in the 11 years from 1842-43 to 1852-53, have averaged about 4,50,000 maunds,† which must be considered a very

* Appendix Q. † Appendix K, Column 9.

inadequate quantity, looking at the facilities which exist in the Bombay Presidency, as regards both production and freight. This limited trade is traceable only to the countervailing impediments under notice, which appear to me to be quite sufficient to account for it.

407. In the way of precautions, Registers should be kept of the Salt exported, for comparison with the quantities landed, additional preventive measures being adopted on the coast whenever the comparison indicated smuggling; but landing certificates should not be required, and at the port of import, only such precautions should be used, as might be in force with respect to all other imported Salt.

Exports to British Ports of the Madras Presidency; confined to the Districts of Canara and Malabar; present practice.

408. Next, as regards Salt exported to British Ports under the Madras Presidency. These exports are, in fact, confined to the Districts of Canara and Malabar, on the west, or Malabar, coast, and consist of cargoes exported on contracts, for the service of the Madras monopoly, as well as of private ventures. In the former case, the Salt is retailed at the Government depôts at the monopoly rate of 1 rupee per maund, and so contributes to the Madras Salt Revenue; in the latter case, it pays the import Customs' Duty of 12 annas per maund, and is left to find its own way into the Interior for consumption. The Excise Duty of 12 annas per maund is consequently not realized at Bombay on these exports before the removal of the Salt from the pans; but a charge of 3 pies, or a-quarter of an anna per maund is levied, to cover a proportion of the expenses incurred for the Establishments entertained at the works.* To check the illicit disposal of the Salt in its transit, the exporters are required to produce certificates of landing, under the signature of the authorities at the ports of import, within six months from the date of export.† An allowance up to 10 per cent is made on each shipment for wastage; and the full Excise Duty of 12 annas per maund is leviable at Bombay on any deficiency in the quantity landed, in excess of that per centage, unless it can be satisfactorily accounted for.‡

Mr. Young would assimilate the rules to those he advocates for Exports to Bengal.

409. Mr. Young, as has been seen,§ would realize the full Excise Duty on these exports also before the removal of the Salt from the pans, in place of levying only the quarter anna charge above mentioned. Setting aside the facilities of smuggling, the present practice, he observes, gives rise to perpetual disputes with traders, as to differences between the quantity of Salt exported and the quantity landed at the port of import. He would therefore assimilate the practice, in respect to these exports to the Madras Presidency, to the practice he advocates in respect to exports to Bengal; that is, he would levy the full Excise at the pans, giving no credit, and throwing all wastage and sea-risks on the exporters, by allowing a drawback of the Excise Duty, at the port of import, only on the quantity (not in excess of the shipment) actually landed.

This proposition was made in 1851, and rejected on the objections of the Madras Government.

410. It was proposed in 1851 to introduce this very system, and a very long correspondence ensued on the subject between the Bombay and Madras Governments, which terminated in a resolution to leave the practice as it now stands, the Madras Government being very averse to the proposed change. They objected that it would complicate the accounts, and impede the supply by shutting out every small trader, without in any degree securing the objects in view, viz., the suppression of smuggling, and of troublesome cases of dispute regarding the quantities shipped and landed respectively; inasmuch as it would not be possible altogether to ignore sea-risks beyond the wastage allowance of 10 per cent.

To assimilate the rules for Madras to those advocated for Bengal, as proposed, would be to extend a vicious system.

411. The Madras Government, it appears to me, took quite the sound view of the question. From the opinions I have already expressed, it will have been seen, that, to assimilate the practice in force in respect to these exports to the Madras Presidency, to the practice which Mr. Young advocates for exports to Bengal, would be, in my judgment, to extend a vicious and not to introduce an improved system. The two cases are precisely parallel, excepting that the risk

* See Paragraph 217.
† See Paragraph 219.
‡ See Paragraph 220.
§ See Paragraph 402.

of smuggling is much greater in the case of Salt exported to the Madras Presidency, because it is carried in open coasting-craft, which keep much nearer to, and more frequently communicate with, the shore. The same principles should, therefore, govern the practice in both cases, with only so much deviation in the rules as would suffice to meet the greater risks of smuggling in the one case than in the other.

Free Export should be allowed, the monopoly rate, or the Customs' Duty, being levied at the Port of Import.

412. Entertaining these views, my opinion is, that Salt taken for export to British Ports under the Madras Presidency should be allowed to go free, the monopoly rate, or the Customs' Duty, as the case may be, being levied at the port of import, to credit of the Madras Salt Revenue.

The checks which should be applied to guard against illicit traffic in Transit described.

413. As checks upon illicit traffic by the way, the production of landing certificates, within six months from the date of export, should be exacted as at present, and in every case in which the quantity landed exhibited a deficiency in excess of 10 per cent. on each shipment, the exporter should be required to account for the excess deficiency to the satisfaction of the Collector at the port of import, or pay the full Bombay Excise Duty thereon. The decision of the Madras authority should be final. The connection of the Bombay authority with the Salt should cease with its export. The present practice of inquiring into the deficiencies at Bombay, of course complicates and delays the decision, besides creating disputatious correspondence between the authorities of the two Presidencies. In short, these inquiries, which might be simple and summary enough if conducted and concluded at the time and place of import, become complex and tedious if delayed and carried back to the place of export, the traders being harassed, and the time of the authorities being wasted, in profitless litigation, for, practically, the demands of full Excise on Salt, deficient in excess of the prescribed percentage, and said to have been lost at sea, have invariably been resisted, and seldom, or never, substantiated. At the same time, it would seem that there can hardly be, in fact, much smuggling or many disputes, since it appears from a Statement * appended, taken from papers received from Madras, that out of 95 cargoes shipped to Canara in the year 1851-52, 9 only had a deficiency, on delivery, exceeding 10 per cent.

414. The landing certificates should be compared with the Register of Exports, and additional preventive measures should be resorted to on the coast, whenever the comparison created a suspicion of the Salt having been landed. It matters very little which Presidency receives credit for the duty levied on deficiencies in excess of the authorized percentage. Strictly speaking, Bombay is entitled to the credit, and the levies might be transferred in account, but the amount would be so trifling as not to be worth the trouble of the transfer, for any practical purpose, and the Madras Government might much more conveniently be allowed to retain the credit. In some exceptional cases, it seems that bonds with sureties are still taken at Bombay for the payment of the full amount of the Excise Duty, unless the landing certificate is produced within six months. These exceptional cases are not defined, but I am of opinion that the practice should wholly cease.

The objections to the proposed system of free Export, on the score of the facilities for illicit traffic in Transit, considered and met; and the advantages to be expected from free Exports described.

415. As the facilities afforded for smuggling, under the system I propose to maintain, and render more free, are much insisted on, I may observe further, with reference to that objection, that the risk of Salt being relanded on the coast, in transit, is no greater in the case of exports to British ports under the Madras Presidency than in the case of exports to foreign ports on the Malabar coast, and to the Straits of Malacca, and other places beyond the Continent of India, to which ports the Salt is also carried, for the most part, if not altogether, in country craft. In the first of these last-mentioned cases, the exports are subject to a levy of only one anna a maund, and in the other case they are wholly free and unrestricted; but if the necessity of levying

* Appendix R.

the full Excise Duty at the pans on exports to the Madras Presidency is, as is argued, imperative, in order to suppress smuggling, then, to be consistent, either the full Excise should also be levied on exports to the foreign ports in question, or such exports should be altogether disallowed, since Salt may as easily be thrown on to the coast from both these exports, as from those to the British Ports. There seems to be no escape from this dilemma; but neither of the above alternatives would be admissible, nor is either of them proposed; on the contrary, Mr. Young, in conceding that the exportations to the foreign ports in question are open, in some degree, to the same objection, as regards affording facilities to smuggling, says he is not prepared to advocate any change in these instances. In short, in the case of such exportations, the authorities have no choice but to trust to the ordinary safeguard of preventive precautions on the coast.

416. Again, Foreign Salt is admitted to British Ports on the Malabar coast, on payment of a Customs' Duty of 12 annas per maund, that being the computed rate of profit realized on the monopoly Salt of the Madras Presidency. Encouraged by this free-trade rule, Salt is brought to those ports from Goa, Arabia, and Ceylon, either in country craft, or in a class of vessels from which it would be as easy to carry on illicit traffic with the coast; but, in these cases, no precautions are available except the ordinary measures of prevention on the coast.

417. On the other hand, it is clearly objectionable, that the home trade should be hampered with disadvantages from which the foreign trade is free. The system I have proposed appears to me to comprise every legitimate precaution against smuggling, without unduly shackling the export trade, and its effect, I am satisfied, will be so to expand the private ventures from Bombay, especially if bonding were permitted, as it should be, that, in a very short time, they will not only supersede the contracts now necessary for the service of the Madras monopoly in Canara and Malabar, but will drive out the remnants of the more expensive monopoly manufacture in the former district, to the great advantage of all parties, viz., the two Governments, the traders and the consumers. The monopoly manufacture died off in Malabar in 1823, the whole supply for the service of the monopoly in that district being now obtained from Bombay under contracts. The monopoly manufacture in both these districts being unable, by reason of its high cost, to compete with foreign Salt, and having, in consequence, been closed wholly in one of them, and partially in the other, free manufacture upon a system of Excise ought, long since, to have been permitted in them, as will more fully appear in the Madras part of the Report.

The charge of a quarter anna per maund levied on these Exports considered. Mr. Young's reasons for maintaining this charge, and extending it to all free Exports.

418. There remains to be considered the charge of a quarter anna per maund levied on the exports under notice, viz:—on Salt exported to British Ports of the Madras Presidency. The principle on which this demand is made is stated to be, that, in order to relieve the Government of a dead charge, Salt exported free of Excise Duty should contribute its proportion towards the expenses necessarily incurred in watching and superintending the whole manufacture, and Mr. Young is of opinion that, if the exportation of Salt beyond the Presidency, free of Excise Duty, were generally allowed, it would be proper to levy this charge on all such exportations, to cover a proportion of the expenses of Establishment, because Salt can, under the existing law, be made in the Bombay Districts only on the condition that it is watched and kept account of by Government, and the charges incurred for these objects ought, therefore, he thinks, to be held to form a component part of the cost of production. The rate of a quarter anna per maund would, it is believed, be a near approximation to the cost of supervision and watching, which it is intended to cover.

Mr. Young's reasons considered untenable, and the discontinuance of the charge recommended.

419. I am unable to acquiesce in this view of the question. It appears to me that hitherto this charge has been an unauthorized cess, in these particular cases, in excess of the Excise Duty, inasmuch as Salt exported to British Ports of the Madras Presidency, has contributed, either in the monopoly price of the article, or in Customs'

Duty to the Revenue of that Presidency, the equivalent of the Bombay Excise; and as, in future, Salt, exported to Madras and Bengal, free of Excise Duty, would pay the Customs' Duty at the port of import, I can perceive no ground for subjecting such exportations to a special additional charge at Bombay of a quarter of an anna per maund. Although these exportations would contribute nothing to the Bombay Excise Revenue, they would contribute to the general Salt Revenue, in the case of Madras no less, and in the case of Bengal much more, than the amount of the Bombay Excise. The charge, in my opinion, ought certainly to be discontinued. Its proceeds have been trifling, having amounted, on an average of four years, from 1849-50 to 1852-53, to the annual sum of only 8,726 rupees.*

Exports to Foreign Ports, under the Madras Presidency, in Cochin and Travancore; present levy; reasons for it.

420. I proceed, in the third place, to consider the charge of 1 anna per maund levied on Salt exported to Foreign Ports under the Madras Presidency, that is, to the ports in Cochin and Travancore, on the Malabar coast. The practice of levying this charge was at one time, it is said, about to be abolished, when a minute inquiry was instituted as to whether it had been found to operate prejudicially on the trade with the Foreign Ports in question, and as this was distinctly reported not to have been the case, the Government thought it unadvisable to give up the tax, while, on the other hand, it was considered inexpedient to levy the full Excise, as such a measure would have at once put a stop to the trade. To check the illicit disposal of the Salt in its transit, precisely the same precautions are in force, under arrangements made with the foreign Governments, as have been described at paragraph 408 in the case of Exports to British ports of the Madras Presidency.

Objections to the levy and its discontinuance recommended.

421. It appears to me that this levy is at variance with correct principle, as falling on the producer and not on the consumer. The Excise Duty is essentially a duty on consumption in India, and was imposed with the view of compensating for other local taxes abolished. It was no part of the object of the tax to prevent India in any degree from supplying the demands of foreign markets. On this principle, all Exports to foreign markets ought to be free from all duty, no less to foreign markets in India than to such markets beyond India. The principle now acted upon of levying as much of the Excise Duty as the trade will bear, or none, if the smallest levy would close the trade, ought not, as I think, to regulate the question. It follows that, in my opinion, this charge should also be discontinued; its proceeds are not considerable; in the four years from 1849-50 to 1852-53, they have amounted to the annual average sum of rupees 21,075.†

The rate would seldom be prepaid.

422. It may be observed, also, that if this rate were continued, it is to be apprehended that, practically, it would seldom be prepaid. Exporters to the Malabar Coast frequently go from one port to another in search of the most favourable market. Upon this plea, they would generally, if not always, in order that the Salt might go free, take delivery for export to the British ports, and so evade payment of the rate until they produced, long afterwards, their landing certificates from the foreign ports.

The checks to guard against illicit traffic in transit, should be generally the same as for exports to the British Ports on the same coast.

423. The checks upon illicit traffic by the way should be precisely those recommended at paragraph 413, for exports to British Ports of the Madras Presidency, excepting that in the case of these Foreign Ports, the inquiries into deficiencies, in the quantity landed, in excess of the prescribed percentage, must, necessarily, be made by the Bombay authorities, or it might be better to relinquish them altogether; and as it seems to be supposed that false landing certificates are sometimes produced, some check should be established to secure their authenticity. This might be effected by requiring a monthly, or quarterly, return of the imports from the British Residents at the Courts in question.

Finally.—Exports to Foreign Ports beyond India should continue free, as now.

424. Finally, on this subject, exports to Foreign Ports beyond the Continent of India are nowfree, and should continue to be so, in

* Appendix H, Column 11. † Appendix H, Column 13.

common with exports to all foreign ports, but in these cases no preventive precautions are practicable beyond the exaction of a landing certificate, as now required.

Protective Laws.—These do not operate with undue severity. The process of adjudicating cases of contravention described.

425. The laws which have been enacted for the protection of the Salt Revenue, viz:—Acts I of 1838 and XXXI of 1850, have been noticed in paragraphs 99 to 107 and 145 to 151. The more stringent provisions, which are contained in the last mentioned Act, were passed after much consideration and a long experience of their absolute necessity, as shown in paragraphs 139 to 144. My inquiries do not lead me to conclude that they operate with objectionable severity, or that, in cases of contravention of the law, undue inconvenience is felt from the paucity or distance of the adjudicating authorities. The course usually followed in such cases is this:—The Head Local Native Officer examines the offenders and witnesses, and forwards the papers, with a report on the case, to the Assistant-Commissioner in charge of the circle, whose head-quarters are seldom more than 30 or 40 miles distant. If the Assistant-Commissioner thinks the charge is not substantiated, he can in all cases quash it. If, on the other hand, he considers the charge proved, he proceeds, without calling on the parties to attend, to make his award, provided the case is not so important as to require its transmission to the Deputy Commissioner of the Division. Cases referred to this functionary are usually adjudicated on the written evidence taken by the the Local Officer, and, if necessary, the case is returned to that officer for further evidence. In very rare instances, when difficulties arise, the parties themselves are made to attend on the Assistant or Deputy Commissioner, as the case may be, and in those instances in which the offence falls under the jurisdiction of a Magistrate, the Salt Officer forwards the parties to the local police or authority.

Cambay Half Duty.—Is a Customs' levy, and should be exhibited as such. Frontier Salt charges should be debited to Customs. The distinctive exhibition of the Island and Continental results should be discontinued.

426. From the description given at paragraph 309, it seems clear that the half Duty contributed by the Nawab of Cambay, on account of Salt manufactured in his territory, is in fact a Customs', and not an Excise levy. The British Government compounds with the Nawab for half Duty on all Salt produced at his pans, in place of establishing a frontier line of Chowkeys, and levying full duty on all Salt that passes it, considering that to be a more convenient, and, on the whole, an equally profitable, arrangement. In this view, the Cambay Salt, and the Revenue derived from it, should appear, not in the Excise but in the Customs' Statement, under the head of Imports by Land, the Salt being in fact foreign Salt, passed by land into the British Territories on payment of a Duty settled by composition. The proportion of the cost of frontier Establishments charged against the Salt Revenue should also be exhibited in the Customs' and not in the Excise Statement. The distinction in the Bombay Salt Returns between the results belonging to the Island of Bombay, and those belonging to the remainder of the Presidency, called the Continental portion, is useless, and should be abolished.

SECTION IV.

ON THE RATE OF DUTY.

The rates of Duty at different times proposed.

427. It has been seen that the rate of duty originally proposed by Mr. Bruce in 1826, in planning the Salt Excise, was equivalent to 6 annas 4 pies per Indian maund.* It was computed, however, that the return from this rate would make up only the greater part, and not the whole, of the deficiency in the Revenue which would arise from the abolition of the Transit Duties, different substitutes having been proposed for the remaining portion. The Bombay Government of the day, and the Court of Directors in 1829, approved of this rate.† The Customs' Committee in 1836 would also have suggested it under ordinary circumstances; but, as the state of the Indian finances was then such that the Transit Duties could not be relinquished unless an equivalent was found from some other source, they recommended the adoption of the rate of 8 annas a maund, as the lowest that could be expected to yield the required amount of commutation.‡ The Bombay Government objected to this rate as unnecessarily high, and strongly advocated its reduction to six annas,§ but the Government of India disallowed the objection, on the ground that a lower rate than 8 annas would not suffice to provide an equivalent for the Transit Duties,‖ and that rate was accordingly adopted in Act XXVII of 1837 introducing the Excise upon Salt. It did not, it has been seen, yield a Revenue equal to the receipts from the Transit Duties.¶ In 1844 more obnoxious taxes were abolished, and the Excise Duty on Salt was raised to the present rate of 12 annas per maund. This commutation has also been a losing one so far.** The law raised the rate to one rupee per maund, and that is still the rate by enactment, but the levy has always been confined, by notification, to 12 annas per maund.

The expediency of working towards greater equality between the Bengal and Bombay rates of Duty, by lowering the former, and raising the latter, to a certain point, considered.

428. The high rates of duty prevailing in the Bengal Presidency, as compared with the rates in Madras and Bombay, have sometimes suggested the expediency of working towards greater equality, by lowering the former, and raising the latter, to a certain point. The soundness of this view may be doubted. A lower rate of duty must of necessity be fixed for Madras and Bombay, because of the greater natural cheapness of the article in those Presidencies, otherwise so high a bonus would be afforded to smuggling as to render its suppression impossible. The Bengal rate of tax, it is true, is, in itself, more than three times higher than the Bombay rate, but, proportionately to the cost of production, the latter rate is very much higher than the former. Taking the present average cost of production in Bengal at 8 annas a maund, the duty of rupees 2 : 8 a maund is equal to 500 per cent. on the value of the article. Taking the average cost of producing Salt in the Bombay Presidency, at $1\frac{1}{4}$ anna per maund, which is, perhaps, a higher average,†† the duty of 12 annas a maund is equal to 1,000 per cent. on the value of the article. If the Bengal tax were reduced to rupees, 2 per maund, the Bombay rate would still bear reducing to 5 annas, or less than half its present amount, in order to place both rates in equal ratio to the cost of production. It may be admitted that the disparity in the tax ought not to be regulated wholly by the relative cost of production, though in a considerable degree it must of necessity be so, but, as the case stands at present, though the Bengal rate might of course be worked down, there seems to be no room for working the Bombay rate up, 1,000 per cent. on the value of

* See Paragraph 60. † See Paragraphs 63 and 68.
‡ See Paragraph 78. § See Paragraph 95. ‖ See Paragraph 96.
¶ See Paragraph 114. ** See Paragraph 136.
†† The average probably does not exceed one anna per maund. Salt can be manufactured at Penn, South Konkan, for a trifle less than half an anna per Indian maund.—See Paragraphs 45 and 51.

the article, being probably, as high a rate of tax as it would be possible to exact without offering too high a bonus to smuggling.

The lowering of the Bombay rate of Duty, the only question to be entertained.

429. Indeed, the evidence collected in paragraphs 330 to 347, in illustration of the working of the Excise hitherto, sufficiently indicates that the only question to be entertained at present, in regard to the Bombay rate of duty, is, not whether it admits of being raised, but whether it ought not to be lowered.

The only two points to be considered in the determination of this question, stated.

430. For the determination of this question, the only two points to be considered are, first, whether the tax presses with undue severity on the mass of the consumers, and second, whether the Revenue would benefit by a reduction in the rate; since any sacrifice of Revenue, as a matter of relief, beyond any amount which may be required to alleviate oppressive privation, seems scarcely to be called for, in the face of the pressing wants of the Indian Treasury, until the tax yields a Revenue equal to the amount of the abolished duties for which it was commuted.

The latest information and opinions on these points, where to be found.

431. The latest information and opinions on these points are contained in the papers of the inquiry alluded to in paragraph 335, undertaken, throughout the Presidency, expressly to elucidate them, in pursuance of orders of the Court of Directors. A concise summary* of these papers, comprising all that is essential, will be found in the Appendix.

The opinions of the local officers and of the Government on the first of these points, viz., whether the tax presses with undue severity on the mass of the consumers.

432. As regards the first point, viz., whether the tax presses with undue severity on the mass of the consumers, it will be seen from the papers in question, that, generally, the local officers were of opinion that the increase of the tax from 8 annas to 12 annas per maund had tended to diminish the consumption among the poorer classes. Some thought that the rate of consumption had not been sensibly, or at all, affected. One or two believed the tax to press so lightly as not to be felt, but all agreed that the increase had not had the effect of placing the article beyond the reach of any class of the population, in any injurious degree, except the Collector of Broach, and, perhaps, also the Collector of Belgaum, who stated that "its attainment by the poorer classes of Natives for their own consumption is a matter of no slight difficulty."

The consumption per head per annum cannot be fixed.

433. To pass from opinions to facts and figures. It has already been shown that the quantity of licit Salt actually consumed per head cannot be fixed.† Both the elements necessary to the calculation are wanting, viz., first, the total quantity consumed within the limits of the Presidency, and, second, the accurate number of the population. If the total deliveries of Salt consumed in the interior, within and beyond, the limits of the Presidency, be divided by the supposed number of the population of the Presidency, a consumption of 24½ lbs. per head is obtained, and if it be assumed, according to Mr. Bruce's‡ computation, in 1826, that one-half the deliveries go to supply a foreign population, a consumption of 12¼ lbs. per head is deducted for the population of the Presidency. But all this is mere conjecture, and may not be even an approximation to the truth.

If the licit consumption per head were known to be an inadequate quantity, that fact would not be conclusive evidence of the undue severity of the tax.

434. Again, supposing that the licit consumption per head were known, and that it exhibited an inadequate quantity, that fact would not be conclusive evidence of the undue severity of the tax, for the licit consumption might not be the actual consumption; the illicit consumption superadded might exhibit a sufficient rate; and it might be that the illicit consumption was induced by the laxity of prevention rather than by the excessive pressure of the Duty.

The cost of an adequate supply of Salt per head, and the pressure of that cost on the wages of labour, investigated.

435. But leaving this maze of uncertainties, as to the actual consumption per head, its sources, and the influences affecting them, it is easy to fix the cost of an adequate supply of the article per head, and a sufficient estimate may also be formed of the pressure of that cost on the wages of labour.

The cost and pressure to consumers in the neighbourhood of the Salt Works.

436. The price of Salt to consumers in the neighbourhood of the Saltpans, that is, on, or near, the coast, or in the vicinity of the inland

* Appendix S. † See Paragraph 330.

‡ See Note to Paragraph, 332.

Salt Works of the Runn and Guzerat, is scarcely more than the aggregate of the sale price at the works, and the Excise Duty. The sale price of Salt at the different works ranges from 9 pies, or $\frac{3}{4}$ths of an anna, to 2 annas per Indian maund.* It is probable, therefore, that the highest of these rates (2 annas) sufficiently represents the *average* price to consumers, and this price being added to the Excise Duty of 12 annas gives 14 annas as the average cost of a maund of Salt to the consumer. A maund being $82\frac{2}{7}$ lbs, and 1 anna, at the exchange of 2 shillings for the rupee, being equal to $1\frac{1}{2}d.$, it follows that the price per lb. is as nearly as possible one farthing, their being 84 farthings in 14 annas. At this rate, and allowing 12 lbs. for the consumption per head per annum, each consumer's annual supply of Salt would cost him $3d.$ or $1\frac{1}{2}$ anna: and this cost, assuming the average wages of agricultural labour at 3 rupees per mensem, which is equal to 36 rupees or 72 shillings per annum, would amount to the 288th part of his yearly earnings, or a tax upon his income of between $\frac{1}{4}$ and $\frac{1}{2}$ per cent. supposing he had only himself to provide for.

437. Again, raising the price to the consumer to 1 rupee per maund, which is allowing 4 annas for the cost of the Salt, exclusive of the duty, or double the highest selling price at the works, and reducing the labourer's wages to rupees 2 : 8 per mensem, his annual supply of 12 lbs. of Salt would cost him about $3\frac{1}{2}$d., or the 216th part of his yearly income, on which it would thus be a tax of something more than $\frac{1}{2}$ per cent.

438. But 12 lbs., there is no doubt, is much beyond the quantity of Salt absolutely necessary for the annual consumption of a full-grown man. In the Bombay Jails the allowance of Salt per head is only 7 lbs. per annum, and that is found sufficient.† Eight lbs. per head per annum could scarcely therefore be considered an inadequate, though it might be thought a stinted, supply, and the cost of this quantity would amount to a tax of about $\frac{1}{2}$ per cent. on an income of *only 2 rupees* per mensem.

439. Finally, supposing a family of five persons, adults and children, to consume, at the rate of 8 lbs. each all round, 40 lbs.of Salt per annum, and to earn between them only 3 rupees per mensem, and to pay the highest of the prices above assumed for their Salt, viz., 1 rupee per maund of $82\frac{2}{7}$ lbs., the cost of the whole supply, even in this extreme case, would amount to only the seventy-second part of the yearly earnings, or an income tax of scarcely more than $1\frac{1}{3}$ per cent.

In that neighbourhood, even a liberal supply of Salt is procurable, by the most numerous classes, on easy terms.

440. These calculations prove that on the coast, and in the neighbourhood of the Salt Works, even a liberal supply of Salt is procurable by the most numerous classes, on easy terms, and I am not aware that there is any element in the calculations which can be accounted fallacious.

The cost and pressure to consumers at a distance from the Salt Works.

441. In the Inland Districts, the distance from the Salt Works chiefly rules the price of Salt to the consumer. A table‡ is appended showing the wholesale and retail prices current in different cities, and the distance of those cities from the place of supply. Excluding Indore, which is not in the Bombay Presidency, the prices vary from a small excess over the highest assumed price on the coast, viz., 1 rupee per maund, to double that rate; but the tax is in no wise accountable for this additional cost, which arises from the natural consequences of situation, and is due to transit expenses, interest on capital, wastage and the other ordinary charges of trade, which unavoidably fall upon the more remote consumers. The Salt that costs 2 rupees per maund at Sholapore, for instance, the price on the coast being 1 rupee per maund, would still cost 1 rupee per maund, even if it were obtained *free* at the place of supply. In considering the burden of the tax, therefore, regard should be had only to the wholesale price in the neighbourhood of the Salt Works. At the same time, as the retail price seems no where to exceed 2 rupees, indeed, is in every instance, save one, con-

* See Paragraph 283.

† Suddur Adawlut to the Government of Bombay, dated the 1st March, 1852.

‡ Appendix T.

siderably below that amount, the cost, for a family of 5 persons, each consuming, on an average, 8 lbs., cannot, according to the calculation given in paragraph 439, press more heavily anywhere than as an income tax of less than 3 per cent; and it is to be borne in mind, that the additional cost to the inland consumers is compensated for by the discontinuance of the Transit Duties, that is, it is probable that the Transit Duties used to add as much to the price of the Salt, in the case of these consumers, as the Excise Duty now does.

The conclusion arrived at on the first point.

442. The conclusion I arrive at upon this point, then, is the conclusion to which the Bombay Government came, viz., that the rate of duty does not require to be lowered on the score of its pressing with undue severity on the mass of the consumers.

Opinions of the local officers, and the tendency of the evidence, on the second point, viz., whether the Revenue would be benefited by a reduction of the Duty.

443. With respect to the other point, viz., whether the Revenue would be benefited by a reduction of the duty, some of the local officers, it will be seen, advocated a return to the old rate of 8 annas per maund, being of opinion that, since the increase to 12 annas, the use of Salt had been so much economized, and illicit Salt had been introduced to such an extent, that the measure would be attended with increased consumption, and an improvement in the Revenue, and certainly, the evidence in paragraphs 330 to 347 already referred to, tends to show, that, while individual consumption may have been economized since the increase in the rate of duty, on the whole extensive smuggling must be supposed, the deliveries having declined in the succeeding 10 years, notwithstanding that the population must have progressively increased, so that while the tax had been raised 50 per cent., the increase in the Revenue had amounted to less than 33 per cent.*

444. On the other hand, the same evidence shows that, until lately, the law has been so insufficient, the establishments so weak and ill-paid, and the control so lax, that it is not possible to judge whether the decreased consumption of licit Salt and the extensive smuggling are due to these causes, or to the enhancement of the duty.

The majority of the local officers, and the Bombay Government, decided against a return to the former lower rate of Duty, without further experience.

445. It will be seen from the Summary† appended that, upon the above considerations, the Bombay Government, and the majority of the local officers, came to the conclusion that it was not advisable, in a financial view, to revert to the Eight-annas rate of Excise without further experience; and that the Government informed the Court of Directors, that they would carefully watch the future effects of the present higher rate of duty, with a view to reducing it to the former rate, as authorized by the Court of Directors, if that measure should at any time appear to be necessary or expedient.

Commissioner's acquiescence in this decision, and the reasons for it.

446. In this decision I am disposed to acquiesce. Until August 1850, the Law for the protection of the Salt Revenue was, as had been repeatedly objected during the six preceding years, inadequate, and the defective arrangements of the system have only now begun to be amended. The weakness of the local Establishments, and the insufficiency of the system of control, had been frequently represented and admitted, and a complete revision of the existing arrangements had been contemplated for years, but no measure of reform was entered upon until March last year; up to that period, the Establishments, and all the other parts of the scheme, had remained almost precisely as they stood when they were first organized, on the introduction of the Excise, without the aid of experience, or of any practical knowledge of the subject. If, after a reasonable trial of the new arrangements in progress, and of the other measures of reform which have now been recommended, the Revenue should not exhibit a marked improvement, no further time should be lost in reducing the duty to its former amount of 8 annas per maund.

* Gross Revenue.

	Rupees.
1852-53	2,462,262
1843-44	1,860,563
Increase .. Rupees	6,01,699

† Appendix S.

SECTION V.

ON THE SUPPLY OF SALT FOR THE PROVINCE OF SINDE.

Boundaries of the Province.

447. Sinde is an outlying Province of the Bombay Presidency. On the north it is bounded by the Punjab and Beloochistan, on the east by the Bhawulpoor Territory and the Rajpootana States, on the south by the Province of Cutch, south-west by the upper part of the Indian Ocean, and on the west by Beloochistan. It extends from a little to the south of Mittunkote, the place of junction of the five rivers of the Punjab, to the mouth of the Koree for about 380 miles north and south, and the River Indus flows through the Province, discharging itself by several mouths into the Indian Ocean.

Acquisition of the Province.

448. This Province is of recent acquisition, having been wrested from the Ameers of Sinde, or Talpoor Rulers, in 1843, by Sir Charles Napier, under whom it was constituted, for a time, an independent Government; but, since 1847, it has been attached to the Bombay Presidency, and its administration is now conducted by a Commissioner, acting in subordination to that Government.

Districts.

449. The Province consists of Upper and Lower Sinde, and is divided into three Collectorates: Shikarpoor, in Upper Sinde, and Hyderabad and Kurrachee, in Lower Sinde.

In all parts of Sinde Salt may be produced artificially, and in the southern parts of Lower Sinde it is produced naturally.

450. In all parts of Sinde there are extensive tracts of barren and unculturable land, so impregnated with Salt, that it effloresces naturally on the surface, and in some of the southern districts of Lower Sinde the saline efflorescence is so abundant as to allow of the Salt being gathered at once, without any artificial process, in large crystallized lumps, called in Sinde "Loon Gundra," or "Gundir."

The existence of extensive Salt beds in Lower Sinde, on the left bank of the Indus, brought to notice by Captain Baker, in 1844.

451. This is especially the case in the Hyderabad Collectorate, on the left bank of the main stream of the Indus, in the tract of country lying on the western bank of the Koree branch of that river. The existence of extensive Salt-beds in this part of Sinde appears to have been first brought to notice by Captain Baker, Superintendent of Canals and Forests, in 1844, and a partial examination was made, in November 1845, of the country from Allah Bund to the Seer mouth of the Indus occupied by these Salt-beds.

The same deposits again brought to notice by Lieutenant Burke in 1846, as consisting of two vast fields, viz., the Kotree Field and the Juggee, or Seergunda, Field.

452. Subsequently, in 1846, Lieutenant Burke, of the Bombay Engineers, in travelling by land from Kurrachee in Sinde to Lukput in Cutch, on his way to Bombay, came accidentally upon these same beds of Salt, and supposed it to be a new discovery. According to a pamphlet published by him in 1847, the deposit consists of two vast fields of crystallized Salt, which adjoin each other; the Kotree Field and the Juggee, or Seergunda, Field.

Extent of the Kotree Field.

453. Lieutenant Burke crossed the Kotree Field, which lay in his route from Goonee to Kotree, and estimates its extent at 20 miles in length, and 15 in breadth, with a mean thickness of clean workable Salt of three feet. On these data he calculates that the produce of this field alone would be equal to 1,484,151,430 tons, a quantity sufficient, at an annual allowance of 20 lbs. a head, to supply a population of 100,000,000 for 1,662 years. Lieutenant Burke, according to his own showing, is very imperfectly acquainted with the extent of

this field, but his estimate is not thought by the Sinde authorities to be overrated.

The Seergunda Field supposed to be even more extensive.

454. The Seergunda Field was not crossed by Lieutenant Burke, but, from the best information he could collect, he supposes it to be even more extensive than the Kotree Field.

These fields supposed to have been formed by capillary attraction.

455. In the opinion of Lieutenant Burke, these fields have been formed by capillary attraction; that is, the Salt water with which the Salt desert is saturated has by capillary attraction been drawn to the surface, and thereon crystallized by the rays of the sun. He also believes that the process of absorptions of Salt water from the sand, and the process of crystallization by the sun, are still going forward, and that, if the old bed were removed, the unassisted powers of nature would cause it to be rapidly, or gradually, renewed.

The country in which they are situated is a dreary waste.

456. The country in which these Salt Fields are situated is a dreary waste, destitute, for the most part, of drinkable water, and of other means of supporting a fixed population. The only symptoms of vegetation seen by Lieutenant Burke were two Mimosa trees and sundry small spreading branches, a few inches in height, of Capparis. Between Raj and Goonee, a distance of 24 or 25 miles, he found neither habitation, shelter, fresh water, nor even salt water. At Goonee, near which the Kotree Field commences, there was a single hut, where a Government Peon was stationed, but where the only supplies procurable were a few bundles of rotten grass for his horses, and not quite a pint of fetid water for himself. At Kotree, the other extremity of the field, distant 16 or 17 miles from Goonee, there was a solitary house situated on the western bank of the Koree creek, and distant by water about 16 miles from Lukput, a town in Cutch, situated on the eastern bank of the same creek. In this house a supply of fresh water is kept for travellers, which is brought from Lukput by boat.

The quantity of Salt collected is, in consequence, limited.

457. Such being the nature of the country, the quantity of Salt collected is limited. Even in the southern portion of the Hyderabad Collectorate, where the Salt Fields lie, not above 6,000 or 7,000 maunds are supposed to be annually consumed; and very little, it appears, is used in that Collectorate to the north of a line drawn about 40 miles south of the city of Hyderabad.

A further reason for its limited use is the impression that it induces cutaneous eruptions.

458. Another reason which prevents the more extended use of this naturally-formed Salt is the impression that it induces cutaneous eruptions—an idea which is so prevalent in the northern part of the Collectorate, that, in the city of Hyderabad, scarcely a maund is procurable.

Moreover, it is scarcely cheaper than the manufactured Salt.

459. Nor is there, in the price at which this natural Salt is sold, anything to cause an increased consumption of it in preference to the use of manufactured Salt; for the former sells at about 3 annas and 1 pie per maund, while the latter is procurable for less than 4 annas; the difference, therefore, is not enough to tempt people to purchase that kind against which a prejudice exists, the other being manufactured to any extent which may be required.

Notwithstanding the prejudice against the natural Salt, it has been proved by analysis to be of good and marketable quality.

460. Notwithstanding this prejudice, the Salt of these fields has been proved to be of good, wholesome, and marketable quality, by the analysis of a professional gentleman, who reported upon it as follows:—"It is just the same as the Salt obtained by evaporating sea-water, the Salt that is called Bay Salt; it is not so pure as Rock Salt, because it contains a little sulphate of soda, very little, and of no consequence, and also some muriate of magnesia, which latter renders it a little bitter, but it can be readily removed by washing the Salt in fresh water. As it is, I have no doubt it would find a ready market; for it is very much cleaner than what is made in the Government Salt-pans about Bombay."

461. In one of the Delta Districts on the right bank of the Indus, between Wuttejee and Ghara, in the Tatta District, Salt may also be procured almost as easily as on the other side of the river. This district is strongly impregnated with Salt; and by merely digging pits into which the Salt water at spring tides is allowed to flow, a deposit of Salt is obtained ready for use, without any further process; but the same prejudice is entertained against this Salt as exists against the natural Salt found on the eastern side of the river; consequently, its use is confined to the district where it is produced.

Salt may also be procured almost as easily in one of the Delta Districts on the right bank of the Indus, but the same prejudice is entertained against it as exists against the natural Salt of the left bank.

462. Salt of similar quality is produced, more or less, along the shores of all the numerous tidal creeks and backwaters from Lukput to Cape Monze. Any spot which is covered with salt-water only at high spring-tides becomes a natural pan, and produces salt, which is scraped into heaps, and carried away by any one who takes the trouble to fetch it. It sells apparently for little more than the hire of the men and animals employed in collecting and carrying it.

Salt is produced naturally along the whole coast from Lukput to Cape Monze.

463. The production of natural Salt is confined to Lower Sinde, and its consumption is limited, as has been seen, to the districts where it is produced, and their more immediate neighbourhood; but Salt is manufactured by artificial processes in both divisions of the Province.

The production of natural Salt confined to Lower Sinde; but Salt is manufactured in both divisions of the Province.

464. The mode of manufacture differs but little throughout the Province. The method as described by Captain Dunsterville, Deputy Collector of the District of Jurruk in the Kurrachee Collectorate, is to sink wells, by the sides of which "shallow troughs are prepared, with bottoms made of twigs and wood, so placed that water can pass through freely, and lined with common mats; a layer of sand is spread over these, and then the trough is partly filled with salt earth, which is changed daily; the water is then drawn from the adjacent well, generally by means of a basket attached to a long pole worked like a lever, and is thrown plentifully on the salt earth in the trough, through which it drops, and is received in trenches cut below for the purpose, from which it is conveyed into earthen pans, and exposed to the air; in a few days the whole (water) is evaporated, leaving a residue of Salt."

Mode of manufacture.

465. But little labour is required, and the expense incurred is trifling, but the profits are so small that none but the poorest classes are employed in the manufacture.

Cost of production and profit.

466. In the District of Jurruk the cost of production is estimated at from 2 to 3 annas for a maund, which is subsequently sold at an advance of 1 anna; in another district of Lower Sinde, the cost is as low as $1\frac{1}{4}$ to 2 annas, and the produce is sold on the spot for about six pies, or half an anna, additional per maund. In Upper Sinde, the selling price is stated to be about $1\frac{1}{2}$ anna per maund.

467. In every Pergunnah there is one or more of these Salt Works; the manufacturers usually retail the Salt themselves at the neighbouring villages, to which they carry it upon donkeys. It is calculated that a man and his donkey do not earn more than 2 annas and 2 pies per diem by their labour, so that, taking into consideration the wear and tear of the earthen pans, some 300 of which are required at every Salt Work, and also that the season of production is limited, the profit to be obtained by the manufacture of Salt is very small.

468. The manufacture during the rains is stopped altogether, and during the cold season but little salt is produced, and that of inferior quality. It is only during the hot weather that Salt can be manufactured in any quantity, and the makers are during other seasons compelled to resort to selling wood for a livelihood.

Season of manufacture.

469. The data for estimating the total quantities of Salt manufactured and consumed in the Province are so defective, that no return can be made on these heads which would be of the slightest value, even as an approximation.

No data exist for even an approximate estimate of the total quantities manufactured and consumed in the Province.

In Lower Sinde, the consumption is supposed to exceed the quantity manufactured.

470. It is however stated that the production does not exceed the demand in the Kurrachee Collectorate, which embraces the country on the right bank of the Indus from a point beyond Sehwan to the mouth of the river, while the consumption in the Hyderabad Collectorate, on the other bank of the Indus, is supposed to exceed the quantity produced, and to be supplied to the extent of about 2,400 maunds annually, by importations from other districts.

The deficiency is probably supplied chiefly from the neighbouring State of Khyrpoor.

471. This extra supply is, probably, received chiefly from the neighbouring State of Khyrpoor, where large quantities are manufactured. Although an *ad valorem* duty of rupees five per cent. is imposed upon all Salt crossing the frontier into the British Territories, this tax is too light to be of much consequence; even when the price is nearly doubled, as is sometimes the case at the season for catching and curing the pulla fish, the Frontier Duty, which comes to only about six pies on every ten maunds, would scarcely be felt at all.

In Upper Sinde also, the manufacture does not appear to exceed the demand.

472. In like manner, the production in the Collectorate of Shikarpoor does not appear to exceed the demand in that Collectorate.

No duty upon Salt in Sinde.

473. There is at present no duty of the nature of an Excise, or otherwise, upon Salt in Sinde; its manufacture and sale is wholly unrestricted, and with the exception of two small farms of Salt Works in the Kurrachee Collectorate, yielding about rupees 100, annual revenue, the Government derives no income from Salt throughout the province.

If it were desired to raise a Revenue from Salt in Sinde, some form of Excise would be the best mode.

474. If it should be considered advisable at any future time to raise a Revenue from Salt in Sinde, it will no doubt be proper to introduce some form of Excise, adapting it to the peculiar circumstances of a country possessing such vast fields of natural Salt, and also such great facilities for producing the manufactured article.

Question as to how far Sinde Salt is capable of competing in India with Foreign Salt, or with the manufactured Salt of the three Presidencies in their own markets, considered.

475. Some inquiry was made by the late Select Committee on Indian Territories as to how far the natural produce of the Sinde Salt Fields is capable of coming into competition in India with English or other foreign Salt, or with the manufactured Salt of the three Presidencies in their own markets. It is spoken of in the inquiry as "Cutch* Salt," but there can be no doubt that the Salt deposits of Kotree and Seergunda, in Sinde, described by Lieutenant Burke, are intended.

476. The Kotree deposit lies on the western bank of the Koree branch of the Indus, the Seergunda Field on both banks of the Goongra, the next branch of the Indus westward of the Koree, which empties itself into the Ocean by the Seer mouth of that river.

Lieutenant Burke's opinion, that Sinde might supply all India with Salt cheaper than Cheshire can, and might compete with Calcutta and Bombay in their own markets.

477. Lieutenant Burke is of opinion that Sinde can supply all India with Salt, probably at a cheaper rate than Cheshire can; and also, that, in the article of Salt, Sinde can, perhaps, compete with Calcutta and Bombay in their own markets. He calculates that the Salt of the Kotree Field could be shipped at the Koree mouth of the Indus for 1*s.* 6*d.* a ton, and landed at Panwell, the ordinary landing place for goods going inland from Bombay, at 5*s.* a ton, all expenses included. On the other hand, he calculates the cost of a ton of Bombay manufactured Salt, at Panwell, at 6*s.* 5*d.*, showing a difference of 1*s.* 5*d.* a ton in favour of the Sinde importation, in addition to which the greater value of the article, on account of its cleaner and superior quality, has to be taken into consideration; and as Bombay-manufactured Salt finds a profitable market in Calcutta, it is argued that it is *a fortiori* probable that Sinde Salt might also be taken there at a profit.

Lieutenant Burke's opinion, as to the capability of Sinde Salt competing with Bombay Salt in its own market, controverted.

478. It is probable that the naturally produced Salt of Sinde could be taken to any part of India so as to undersell English, and, perhaps any other foreign, Salt; but it admits of doubt whether it could compete with Bombay manufactured Salt in its own market.

* See Evidence of F. W. Prideaux, Esq., 4th Report, 1853. Questions and Answers, 7,316 to 7,321, Pages 204 and 205. Also 7,676, Page 233.

Kotree, it is allowed, is not suitable as a place of shipment, from the want of a sufficient depth of water; and even supposing that a suitable place of shipment might be found below Kotree, on the western bank of the river, it seems very questionable whether Lieutenant Burke, in estimating the expenses, has made any sufficient allowance for the very great difficulties which exist, according to his own showing, from natural causes, such as the total want of population, and the means of supporting one, in the way of quarrying and shipping the Salt. It was the opinion of the Collector of Customs at Kurrachee that he had very considerably under-rated the expense of shipping the Salt at Kotasir, which is the Port of Lukput in Cutch, below Kotree, on the *eastern* bank of the Koree.

479. Salt can be produced in different parts of the Bombay Presidency to any extent, at a cost ranging from, say half an anna to an anna and a-half per Indian maund, or from 1*s.* 8½*d.* to 5*s.* 1½*d.* per ton, taking an anna at 1½*d.*, and a ton at 27·225 Indian maunds. Unless, therefore, the naturally produced Salt of Sinde could be exported, all charges of quarrying, shipping, and sea freight for, say, 500 miles included, for the minimum cost of 1*s.* 8½*d.* per ton, it is clear that it would not find a market *everywhere* in the Bombay Presidency, and if it could not be exported for the maximum cost of 5*s.* 1½*d.* per ton, it would find a market *nowhere* in that Presidency. Thus, even at Lieutenant Burke's calculation of 5*s.* per ton, as the total cost of landing Sinde Salt, from the Kotree bed, at Panwell, that Salt could scarcely compete with Bombay manufactured Salt anywhere in that Presidency.

480. Again, Salt can be produced in the Penn districts, distant about 23 miles south-east from Bombay, to any extent, for *less* than half an anna a maund, or 1*s.* 8½*d.* a ton. Unless, therefore, the Sinde Salt can be quarried and shipped at a less cost than that amount, it is to be presumed that the other parts of the Bombay Presidency would rather be supplied from the Penn Districts than from Sinde. Even Lieutenant Burke's estimate of the cost of quarrying and shipping the Salt of the Kotree bed, viz., 1*s.* 6*d.* per ton, which is pronounced by a Sinde authority to be "certainly very considerably under-rated," is but little less than the production cost of Salt in the Penn Districts of the Bombay Presidency.

481. But the question is not left altogether to conjecture. It appears from a memorandum by the Collector of Customs at Kurrachee, that, in November 1845, when these deposits were first examined, an attempt was made to ascertain their value. It was found that no sea-going vessel can go higher up the Koree than Kotasir. The expenses attendant on procuring a cargo were found more considerable than was anticipated; camels, water, and forage had to be sent from Lukput to some distance inland from Kotree, where the article was shipped in boats and sent to Kotasir; there it was trans-shipped into a Malabar vessel. The Cutch authorities made a heavy claim for anchorage, which had to be met, and the proceeds realized at Mangalore were not sufficient to induce another speculation. It is stated, however, in the same memorandum, that a vessel can be laden in the Goongra river at a comparatively small expense, so that the Seergunda Salt possesses an advantage, for exportation, over the Kotree Salt.

482. Again, in August 1845, when a failure took place in the annual supply of Salt in the Malabar Collectorate of the Madras Presidency, tenders were called for in Sinde for the supply of the deficient amount, and but one was received, which was 6 rupees the garce* beyond the rate tendered by the Malabar merchants.

483. Now the supply of Salt for the Malabar coast is habitually drawn in chief measure from the Salt works of the Bombay Presidency.

* A Garce is 120 Indian maunds.

If, therefore, the naturally produced Salt of Sinde cannot compete with the manufactured Salt of that Presidency in the markets of the Malabar coast, it follows that it cannot possibly compete with Bombay Salt in its own market.

484. Finally, it is stated by the Collector of Customs at Kurrachee, that the price of common Salt in the Kurrachee bazar is, for a camel load of from 5 to 6 Bengal maunds, 10 annas, or, say, 2 annas per maund. If this be the price in Sinde, at no great distance from the Salt formations, the price of the same Salt in the Bombay markets would, of course, be very considerably higher; but the price of Bombay Salt, at the pans, is said not to exceed 2 annas, and to range as low as 9 pies per maund.

Much less could Sinde Salt compete with Madras Salt in its own market.

485. If Sinde Salt could not compete with Bombay Salt on the West or Malabar coast of the Madras Presidency, much less could it compete with Madras Salt on the Eastern or Coromandel coast of that Presidency, inasmuch as it would have to be carried further and to a cheaper market, for Salt can be produced, to any extent, on the Coromandel coast at a less cost than on the Bombay coast.

It might, no doubt, compete with Bengal Salt in the Calcutta market, but not with Madras Salt certainly, and probably not with Bombay and some Foreign Salt, in that market.

486. Sinde Salt might, no doubt, compete with Bengal Salt, at the present high rates of production in the Calcutta market; whether it could compete, in that market, with Bombay Salt, or with all foreign Salt, is questionable; but it certainly might be kept out by Madras Salt, for, under an equal system everywhere of free manufacture, and free and unrestricted exportations, such as ought to exist, it is impossible that any Salt, Indian or foreign, could compete with Madras Salt in supplying Bengal.

On the whole, Sinde Salt not likely to find a considerable market in any other part of India.

487. On the whole, there seems little room for the expectation that Sinde Salt would find a considerable market in any other part of India, even admitting its alleged superior quality.

Nevertheless, a Salt Company has been started at Kurrachee.

488. Nevertheless, as appears from the Sinde newspapers, a Salt Company, on a small scale, has been started at Kurrachee, in the hope of creating a trade in Salt.

Object of the Company.

489. The object of this Company is to collect and store Salt at Kurrachee, where it is estimated it can be laid down at one-and-a-half annas per Indian maund, and to sell it both for home consumption and for export.

Export by this Company to Bombay, or even to the markets of the Malabar Coast, at a profit, seems impossible.

490. If the naturally-produced Salt of Sinde cannot be stored at Kurrachee at a less cost than one-and-a-half anna per maund, it seems impossible that it can compete with Bombay Salt in the markets of that Presidency, or even in the markets of the Malabar coast.

Profitable Export to Calcutta, in competition with Bombay Salt, doubtful.

491. Nor does Sinde seem to possess, in the prime cost of its Salt, an advantage over Bombay for the Calcutta market, while it has, at the same time, to be carried a greater distance.

The circumstances upon which an Export trade in Salt depends.

492. But it is to be observed that it can never pay to carry Salt, except as ballast, which must be carried at all events. Considered as an article of merchandize, a whole cargo of it would not pay a profit, though it might avert, or go some way towards averting, a loss; an export trade in Salt depends, therefore, not so much upon the prime cost of the article, or upon the length of the voyage, as upon the quantity of spare tonnage available, and the facility of obtaining a profitable return cargo.

Under the influence of those circumstances, some shipments have been made by the Kurrachee Company to Calcutta.

493. It appears that the English vessels trading to Kurrachee, not being able to procure a return cargo there, are compelled to visit the other Indian ports for a profitable freight, and it pays better to take a full cargo of Salt to those ports, provided its price is not so high that it cannot be carried without a dead loss, than to go only in ballast. Under these circumstances, some shipments of Salt have lately been made from Kurrachee to Calcutta; and it is stated that, in one instance,

the article was laid in even at so high a rate of purchase as $3\frac{1}{4}$ annas per maund.

494. It is possible, therefore, that under the existence of the more important influences mentioned, there might be a greater export of Salt from Sinde to Calcutta than from other places, in or out of India, where the article is produced, and could be procured cheaper, but where the other influences in question might not be present, or might not exist to the same extent. But there is no reason to suppose that Sinde possesses, in fact, any advantage in these respects. On the contrary, it seems certain that, from the same causes, the exports to Calcutta of English and other foreign Salt, and of the manufactured Salt of the Bombay and Madras Presidencies, must, for a very long time to come, be much more considerable than the exports from Sinde.

But it seems certain, that, from the same causes, the Exports to Calcutta of Bombay and Madras Salt, and of English and other Foreign Salt, must, for a long time, greatly exceed the Exports from Sinde.

495. It appears that, generally, the same duties and rules prevail in Sinde, in respect to the export and import of Salt, as have been described in paragraphs 214 to 225 of this Report, as being in force in the other territories of the Bombay Presidency. But as no duty is levied on the Salt manufactured, or naturally produced, in Sinde, it is clear, upon acknowledged principles, that both the export and import of the article should also be rendered wholly free and unrestricted.

No Duty being levied on the natural or manufactured Salt of Sinde, the Export and Import of the article should also be rendered wholly free and unrestricted.

496. It is scarcely necessary to argue, in the present day, that the Government ought not to be concerned in any project for supplying the rest of India with Salt from Sinde; but that it should be entirely left, as has been decided, to private enterprise to work the deposits in that Province in any manner which may be thought best.

The Government ought not to be concerned in any project for supplying the rest of India with Salt from Sinde.

SECTION VI.

RECAPITULATION.

Recapitulation of the measures recommended in the course of the Report.

497. It will be convenient to recapitulate, in conclusion, the measures which have been recommended in the course of the foregoing observations; they are as follows:—

Detached Salt Works producing less than 5,000 maunds to be suppressed.

First. The full enforcement of the provisions of Section 7 Act XXXI of 1850, by the immediate suppression of all Salt Works producing a less quantity of Salt than 5,000 maunds yearly, which are not so grouped with larger works as to allow of their being supervised without any additional expense.

Produce to be measured into store.

Second. The adoption of the method of measuring the produce into store, and adjusting the stock account, which prevails in the Madras Presidency, in substitution of the present practice of booking up the produce, and taking stock, by estimate only.

The Law relating to the Salt Excise to be consolidated in one new enactment, with certain amendments.

Third. The consolidation of the Law relating to the Salt Excise in one new enactment, on the basis of the draft appended, prepared by the Law Officers of the Bombay Government; the opportunity being taken, first, to alter the rate of Excise Duty from 1 rupee per maund, as fixed by Section 2 Act XVI of 1844, to 12 annas per maund, as fixed, and now levied, by a Notification of the Bombay Government; second, to authorize the removal of Salt taken for export by sea beyond the Presidency, without the levy of the Excise Duty, in modification of the present provisions of Act XXVII of 1837; and, third, to provide for the levy of the Excise Duty optionally by weight or measure, in place of by weight only, as now required by Section 2 Act XVI of 1844.

Remuneration by commission to be discontinued, and fixed salaries substituted.

Fourth. The practice of remunerating the Native Superintending Officers—viz., the Sir Karkoons and Darogas—partly by a commission on the gross Excise collections, to be discontinued; and fixed salaries, on a graduated scale, proportioned to the extent of the several charges, and of liberal amount, to be substituted.

Higher salaries to be assigned to the Suzadars and Nakadars.

Fifth. A higher scale of salaries to be assigned to the Suzadars and Nakadars, being the Officers in immediate charge, respectively, of a group of Salt Works, and of the preventive posts surrounding them.

Salt, covered by a Permit, not to be re-weighed at the Chowkeys.

Sixth. The practice of partially unloading and re-weighing Salt covered by a Permit, as it passes the preventive Chowkeys, to be discontinued, and the check confined to comparing the number of packs, and the quantity of Salt noted on each, with the entries in the Permit.

Salt beyond the preventive line not to be interfered with.

Seventh. The present practice of interfering with Salt in transit or in store, beyond the preventive line, to be relinquished as illegal, except in illicit Salt Works. The Permit to provide for a protection only to the Chowkeys, and to be there taken and cancelled.

The Government to withdraw entirely from the manufacture at once.

Eighth. The Government to withdraw entirely from the manufacture at once, closing their works if they cannot sell them at 5 years'

purchase of the profits, or let them on lease; or if the Coorumbees, or manufacturers, should be unwilling to take over the Government share of the produce, with its liabilities, on the conditions, first, of paying the usual rate of ground rent for the works; and, second, of keeping them in repair, and restoring them in as good condition as when they received them.

Ninth. The Government to endeavour also to exchange their works for detached works of private owners, producing a larger quantity of Salt than 5,000 maunds yearly, with the view of suppressing such of these detached works as offer, at present, an obstacle to concentration of the manufacture.

The Government to endeavour to exchange their Salt Works for detached Works of private owners, with the view of suppressing the latter.

Tenth. The rent derived from Government Salt Works let on lease, and the sale proceeds of the Government share of the produce of Salt Works belonging to Government, managed by its own Officers, to be credited uniformly, in part to land Revenue, as ground rent, and the remainder as a profit of the Salt Department, distinct from the Excise Revenue.

The rent and proceeds of Government Salt Works to be uniformly credited in part to land revenue, and the remainder to the Salt Department.

Eleventh. All exports of Salt by sea beyond the Presidency, to ports or places in India, or beyond India, to be free from the payment of the Excise Duty, and from the execution of bonds for payment of the same.

Exports by sea beyond the Presidency to be free.

Twelfth. On exports to Bengal, the full Customs' Duty to be levied at the port of import, to credit of the Bengal Revenue, on the quantity actually landed, subject to whatever rules may be in force at the port.

Exports to Bengal to pay the full Customs' Duty at the Port of Import.

Thirteenth. On exports to British ports of the Madras Presidency the full Customs' Duty to be levied at the port of import, to credit of the Madras Revenue; the production of landing certificates within six months from the date of export being exacted as at present, and the exporter being required in every case in which the quantity landed exhibits a deficiency in excess of 10 per cent. on each shipment, to account for the excess deficiency to the satisfaction of the Collector at the port of import, or pay the full Bombay Excise Duty thereon. The decision of the Madras authority to be final, and the connection of the Bombay authority with the Salt to cease from its export. Any duty levied on deficiencies in excess of the authorized per-centage to be credited to the Madras Revenue.

Exports to British Ports of the Madras Presidency the same.

Fourteenth. The charge of a quarter of an anna per maund, now levied on Salt exported to British ports of the Madras Presidency, to cover a proportion of the expenses of the Establishments entertained at the several Salt Works, to watch the manufacture, and keep an account of the produce, to be discontinued as an illegal and unauthorized cess, and no such charge to be levied on any Salt manufactured in the Bombay Presidency.

The charge of a quarter of an anna per maund, now levied on these latter Exports, to be discontinued.

Fifteenth. The levy of one anna per maund, now taken as a reduced duty on Salt exported to foreign ports, under the Madras Presidency, to be discontinued, and no such levy to be made on Salt exported to any foreign port in, or beyond, India. The production of landing certificates within six months from the date of export to be exacted, as at present, in the case of exports to all foreign ports. The inquiries into deficiencies, in the quantity landed, in excess of the authorized per-centage, to be made, in the case of exports to foreign ports in India, by the Bombay authorities, or relinquished altogether. A monthly, or quarterly, return of imports to be required from the British residents at such ports, as a check to secure the authenticity of the landing certificates.

The levy of one anna per maund, now taken on Exports to Foreign Ports under the Madras Presidency, to be discontinued.

The Half Duty contributed by the Nawab of Cambay to be credited to Customs. The cost of frontier Establishments to be debited to the same. The distinction between the results of the Island of Bombay and those of the Continent to be abolished.

Sixteenth. The half duty contributed by the Nawab of Cambay, on account of Salt manufactured at works in his territory, to be exhibited, not as Excise but, as Customs' Revenue. The proportion of the cost of frontier Establishments charged against the Salt Revenue to be debited to the Customs', and not to the Excise, Revenue. The distinction in the accounts and returns between the results belonging to the Island of Bombay, and those belonging to the remainder of the Presidency, to be abolished.

The existing rate of Duty, viz, twelve annas per Indian maund, to be maintained for the present.

Seventeenth. The existing rate of duty, viz. 12 annas per Indian maund, to be maintained for the present; but if, after a reasonable experience of the new arrangements in progress, and of the other measures of reform which have now been recommended, the revenues should not exhibit a decided improvement, no further time to be lost in reducing the duty to its former amount of 8 annas per Indian maund.

If it should be desired at any time to tax Salt in Sinde, a system of Excise to be adopted.

Eighteenth. If it should be considered advisable at any future time to raise a revenue from Salt in Sinde, a system of Excise to be adopted.

Exportation of Salt from Sinde to be free from Duty.

Nineteenth. The exportation of salt from Sinde, by sea or land, to be entirely unrestricted, and free from the levy of any duty.

Importation of Salt into Sinde to be free from Duty so long as no Tax is levied on the Salt of the Province.

Twentieth. The importation of Salt into Sinde, by sea or land, to be entirely unrestricted, and free from the levy of any duty, so long as no tax is levied on the Salt manufactured, or naturally produced, in the Province.

The Government not to be concerned in any project for supplying the rest of India with Salt from Sinde.

Twenty-first. The Government not to be concerned in any project for supplying the rest of India with Salt from Sinde, but to leave it entirely to private enterprise to work the deposits in that Province in any manner that may be thought best.

PART II.

ON THE SUPPLY OF SALT FOR THE PRESIDENCY OF MADRAS.

SECTION I.

ON THE RISE, PROGRESS, AND PRESENT STATE OF THE SALT REVENUE SYSTEM.

498. In the Appendix will be found a Memorandum,* containing full particulars on the subject of this section, prepared by the Madras Board of Revenue, in pursuance of letters,† specifying the information desired, addressed by me to the Madras Government. The Reports‡ of the several local officers of the Presidency, upon which the Memorandum is chiefly founded, are also given in the Appendix.

Appendix B contains full particulars on the subject of this Section.

499. It would be superfluous to recapitulate the contents of these papers at any length in the body of the Report; they will, therefore, be used more as a text for my commentaries.

500. The question of introducing a Salt Monopoly in the Madras Presidency, similar to that which prevailed in Bengal, was first mooted in paragraphs 453 to 467 of a letter§ to the Government from the Board of Revenue, dated the 2nd of September 1799, the Board advocating its introduction. At that period, the only Salt-producing territory belonging to the Company, were the Northern Circars, comprising the Districts of Ganjam, Vizagapatam, Rajahmundry, Masulipatam and Guntoor, and the Jagheer, comprising the District of Chingleput.

The question of introducing a monopoly first mooted, and advocated, by the Board of Revenue in 1799.

501. Accordingly, in permanently assessing the Land Tax in 1802, the Company having, in the meantime, acquired the Carnatic and the Territory of the Nawab of Arcot by treaties, the exclusive right of manufacturing Salt was reserved‖ to the Government; but it was not until 1805 that the Salt Monopoly was established on its present footing, to meet the expenses of the new judicial establishments.

In permanently assessing the land-tax in 1802, the exclusive right of manufacturing Salt reserved to the Government.

502. Previous to that year, the manufacture was either farmed out, or managed by the officers of Government; upon what system, the records do not clearly show. The gross Revenue, according to the most authentic estimate extant, amounted, on an average of five years previous to the monopoly, to 80,000 star pagodas, or rupees 2,80,000, exclusive of all charges; and the average sale price at the pans was 6 pagodas, 6 fanams, or a little more than 21 rupees per garce of 120 maunds. In the year preceding the monopoly, the gross receipts amounted to rupees 2,21,607, and the charges of establishment to rupees 11,467.

The system, gross revenue, charges, and sale price previous to the monopoly.

503. The Board of Revenue, to whom the question was referred, declared the introduction of a Monopoly impracticable, and advocated the imposition of a high duty¶ on all Salt, manufactured or imported, the Home manufacturers being required to take out permits, and register their pans. The Collectors in general also preferred a fixed

The Board of Revenue declared the introduction of a monopoly impracticable, and advocated a system of Excise, which was also preferred by the Collectors in general.

* Appendix B. † Appendix A. ‡ Appendices C and E, No. 18 to No. 32.
§ Appendix E, No. 1.
‖ Section 4, Regulation XXV. of 1802.
¶ Appendix E, Nos. 2 to 10.

in Enclosure No. 4, of that Appendix. It differs in no material respect from the Bombay method. The Attiput pans in the neighbourhood of the town of Madras, mentioned in paragraph 61 of Appendix B, were visited by me. The Governor, Lord Harris, then lately arrived, took the opportunity of visiting them also, accompanied by the Chief Secretary, Sir Henry Montgomery. A plan * of those pans laid down according to actual survey, accompanies.

Seasons and places of manufacture.

530. The manufacture commences in the beginning of January, and continues, ordinarily, till July, when the rains put a stop to it; but the season is occasionally such that the manufacture goes on till September. It is carried on only in certain selected localities, along the whole line of the Coromandel Coast, and on the Canara portion of the Malabar Coast, determined on, generally, as being the old grounds previous to the monopoly, and sometimes fixed with reference to the convenience of the community. It is, however, considered more desirable, in order to concentration, to extend the manufacture at one place, than to open a new ground.

Quantity to be made.—Advances.

531. The quantity of Salt to be made is settled by the officers of Government with reference to the probable demand, and advances are occasionally given to the manufacturers, estimates being submitted by the collectors for the sanction of the Board; but the system is discouraged, the total advances in the latest year, 1852-53, or Fusly 1262, having amounted to only rupees 29,834, as shown, in detail of districts, in paragraph 102 of Appendix B.

Rules for the management of the Salt Revenue, Appendix F. Manufacturers to leave the pans about sunset, Rule 2.

532. During the period of manufacture, the persons engaged in making Salt are required to leave the pans by a prescribed route about sunset, so as to pass the watching peons, who are appointed to guard the Salt, and prevent smuggling.

Receipt and storage of the Salt, and payment of the manufacturers, Rules 1, 3, 4, 8, 11.

533. When the manufacturers have prepared Salt fit for delivery, it is received from them by measurement, without any allowance for wastage, and is paid for as soon as the whole produce has been measured into store. Each manufacturer's account is kept separately, but all the Salt delivered is secured, indiscriminately, in one common store at the depôts, on platforms of raised earth, in heaps of 10 or 20 garce each, of a regular shape and covered with a good thatch to prevent wastage. The advances and final payments to the manufacturers are made, whenever practicable, in the presence of a European officer, either at the Collector's office or at the Pans.

Periodical inspection of the stores, Rule 8.

534. The stores are periodically inspected by the Collector, or one of his assistants, when some of the heaps are measured, and a record of the results kept.

Situation of the Depôts.

535. In the Collectorate of Madras, the great depôt is close to the town, at a distance of from 6 to 10 miles from the pans, and there is a second depôt close to the beach at Ennore, 10 miles north of Madras; but in all the other districts, except Canara and Malabar, there are no depôts except close to the pans.

Storage platforms,—Rules 5, 6, 7.

536. The platforms at the depôts are rectangular, and raised three or four feet above the level to which water usually rises in the monsoon. The earth taken to raise them is dug in such a manner as to form a deep ditch round each of them, leaving only one broad entrance; in the centre of each is a hut for the watching peons, erected on a raised mound of earth. The platforms are made as large as possible, it being an object to secure as many heaps as practicable upon the same platform, and to limit the number of platforms, with the view of saving the expense of watching. The platforms are further surrounded with palisades, or hedges of prickly pear and aloes, or some other kind of defence, and the entrance is guarded by a gate. Within the enclosure of each platform a separate space is set aside for the express purpose of measuring and loading Salt.

Registry and sale of the heaps, Rule 13.

537. Each heap of Salt is marked with the quantity it contains, and the heaps are sold in order of the number attached to them, to prevent

* Plan No. 6.

a heap being opened until the one previously opened has been sold off.

538. In all possible cases, the wholesale dealers are encouraged to take off an entire heap at a single purchase; and, to induce them to do so, they are allowed, in the case of such purchases, a discount of 5 per cent. on the established price.

Sales of entire heaps, Rule 14.

539. Under whatever Superintendent and Accountant a heap of Salt may be opened, the whole of that heap is, if possible, sold off under the same servants.

The whole of each heap to be sold by the same servants, Rule 15.

540. Immediately on the completion of the sale of each heap of Salt, the Accountant of the pans supplies the Collector with a special account of its produce, signed by the Superintendent. If the heap should produce a smaller quantity of Salt than it was known to contain, the Accountant and Superintendent are liable to be dismissed, unless they can prove that the deficiency was caused by unavoidable circumstances.

Account sale of each heap, Rule 16.

541. The purchase of Salt from the Government depôts, whence alone the sales are made, is free to everybody, in as small quantities, ordinarily, as 5 mercals or $1\frac{1}{2}$ maunds; but the minimum quantity which may be sold to one person has been reduced in Rajahmundry to fractions of a mercal, and in Nellore and Madras to 1 mercal, or 12 seers. Salt purchased for exportation by sea is delivered by weight at the rate of 1 garce for 120 Indian maunds. In the district of Rajahmundry, it is also sold by weight; but in all other cases, the delivery is measured by the mercal at the rate of 400 mercals to a garce, a mercal being held to be equal to $\frac{3}{10}$ths of a maund, or 12 seers. The purchasers are allowed the option (to keep within the law) of having their Salt weighed, but they never have recourse to this.

Minimum quantity which may be sold. Delivery by weight or measurement optional, Rules 17 and 18.

542. No Salt is allowed to be sold before sunrise, nor after five o'clock in the evening; all persons, even the servants belonging to the Saltpans, being excluded from the enclosures round the platforms from sunset to sunrise.

No sales allowed between sun-set and sun-rise, Rule 19.

543. The mode in which the sale transactions are conducted at the depôts is particularly described in paragraph 163 of Appendix B. The object aimed at is to guard against fraud, by making it necessary that, if it should be attempted, it should involve so many parties as to render it more easy of detection. A Rowannah or Pass is delivered to the purchaser with the Salt, specifying the quantity purchased, and its destination, the amount paid, the number of carts or bullocks, the time within which only the pass is to be valid, and the number of bags in which the Salt is packed; and it is the duty of the watching peons not to permit any Salt to be removed at any time from the platform until the Rowannah or Pass is produced to him.*

Mode of conducting the sale transactions at the Depôts.

544. The other chief local precautions for the prevention of fraud are to place watchers over the pans during the manufacture; to make the manufacturers collect and pile the day's produce into small heaps, close to the pans, to dry before it is removed to the depôt, to secure these heaps with some clay stamp to prevent their being tampered with; to estimate their contents, and report the quantity daily to the Collector; to insist on the produce being brought to the depôt as soon as dry; to take delivery by equable, not by heaped, measurement; to allow no sales to go on where Salt is being stored; to have all returns entered originally in books with each page previously stamped and numbered by the Collectors; to report periodically what Rowannahs or Permits have been issued, specifying the date and number of each, also the quantity it covers; to have daily returns of every mercal of Salt brought into store, and every mercal sold, specifying, in this latter case, the number of the heap; to watch any fluctuations in the extent of manufacture, sale, wastage, &c., and to inquire into the causes.

Remaining chief local precautions.

545. The cost price to Government of the manufactured Salt of the Madras Presidency is investigated in paragraphs 175 to 187 of

Cost price of the Salt to Government investigated.

* Rule 20.

Reduced in 1820 to the original Rate of 70 rupees.

518. About the year 1813-14, abuses crept into the administration of the Salt Revenue, especially in the Districts of Nellore and Guntoor, which caused a gradual decline in the Public Revenue. It appears that, for certain considerations, the native officers, who had charge of the Salt, gave over-measurement to the merchants, to so large an extent as 75 per cent. of their purchases. The Madras Government in 1820 were induced to think that the amount of the tax had led to the abuses in question, and reduced the wholesale price at the stores to the original rate of rupees 70 per garce.

Proposition by the Board of Revenue, in 1822, to raise the price again to the former Rate of rupees 105, negatived by the Government.

519. In 1822 Mr. Cochrane, the Senior Member of the Board of Revenue, strongly recommended that the price should be again raised to rupees 105, as he was persuaded that the decline of the Salt Revenue, which induced the Government to reduce the price, proceeded solely from the abuses of the Salt officers, which, Mr. Cochrane stated, had subsequently been corrected by requiring the Salt delivered into store "to be struck and not heaped in the measure." He was further of opinion that the decline of the Salt Revenue, from 1813-14 to 1816-17, did not proceed in any degree from the inability of the people to provide themselves with Salt at the former price of rupees 105 per garce, for it appeared, by returns obtained from the interior, that the consumers had not received the benefit of a reduction of price. The Government did not see reason to comply with Mr. Cochrane's recommendation.

The Board of Revenue again advocated the increase in 1824 and 1825.

520. The Board, in their Annual Reports for 1824 and 1825, again earnestly recommended the measure proposed by Mr. Cochrane in 1822. In the Report for 1825, they stated that "the additional experience they had acquired since February 1822, had tended to confirm them in the opinion that the price of Salt should be raised to the former rate of rupees 105 per garce." The Board proposed, however, "to allow another year to elapse, by which time the reduced monopoly price would have been in operation 5 years, a term sufficiently long to enable the Government to form a conclusive opinion in regard to the effect which had been produced on the retail prices of Salt throughout the country." They at the same time stated, that, since the reduction of the monopoly price in 1820, the consumption of Salt had considerably increased, the quantity of Salt sold since 1821, in each year, having exceeded the quantity sold in 1819-20 by 9,354 garces; but that, to secure the same amount of Revenue from the reduced tax, it was necessary that the average sales should exceed the quantity sold in 1819-20 by 12,827 garces.

And again in 1828.

521. In June, 1828, the Board of Revenue again recommended that the monopoly price of Salt should be raised to its former standard of rupees 105 per garce. The Board had called for Returns from the Collectors, showing the consumption of Salt within the Madras Provinces. It appeared from those returns that the consumption had not fallen off, as the Government had been led to suppose had been the case in 1820; but, on the contrary, that the average consumption of 3 years, when the price was rupees 70 per garce, namely, from 1806 to 1809, if compared with the 3 last years of high price, namely, from 1817 to 1819 inclusive, showed an increase of consumption during the latter period of about 21 per cent. The Board hence inferred, that the increase of the tax had not, as supposed by Government in 1820, materially affected the comforts of the inhabitants of the Madras Provinces. They observed, that the sales of Salt for home consumption had steadily kept pace with the increase of population, while the demand for the supply of Foreign States had fluctuated as much since 1820 as it did under the high price of preceding years.

522. The Board referred to Statements, showing the degree in which the inhabitants of the Madras Provinces had benefited from the reduced rate established in 1820. The amount of that reduction was $33\frac{1}{3}$ per cent., or rupees 35 per garce; but in 18 districts the average reduction in the consumption price had only been about rupees 22 per

garce. In Cuddapah and Coimbatore there had been an increase, instead of a decrease, in the consumption price. In Guntoor, Nellore, North Arcot, South Arcot, Tanjore, Canara, Salem, and Trichinopoly, the decrease did not exceed half of the reduction in the monopoly price. In Masulipatam, Chingleput, and Tinnevelly, the decrease exceeded the half, but was less than the whole amount of the reduction; and in Ganjam, Vizagapatam, Rajahmundry, Madura, and Malabar, the decrease exceeded the whole of the reduction of 33½ per cent.

523. After a detailed examination of the probable effects of the proposed increase of price on the comfort of the consumers, the Board remarked that they had no reason to apprehend "that a return of the former monopoly price would be attended with hardship to the people, or lead to a diminution of the present average demand."

524. The Government stated, that "had the opinion of the Board of Revenue, on this important question, been merely speculative, and had their conclusions not been drawn from accurate returns, and supported by ascertained facts, the Governor in Council would have deemed it incumbent on him to defer giving effect to the Board's recommendation until the orders of the Court of Directors could be received; but from the clear and comprehensive view of the subject, in all its bearings, which was taken in the Board's proceedings, the known result of the reduction of price, and the absence of all objection to its increase, the Governor in Council felt assured that the present would be viewed by the Court of Directors as a legitimate occasion for the exercise of a just discretion, where delay and further reference could have no other effect than that of involving a further sacrifice of Revenue, estimated at rupees 14,00,000 per annum." The Government accordingly resolved, that the monopoly price of Salt should be raised to the former rate of rupees 105 per garce, at the earliest practicable period. This resolution was communicated to the Revenue Board on the 20th of June, 1828.

On this occasion, the Government acquiesced, and the sale price was raised to rupees 105 per garce, at which rate it remained for 16 years.

525. The price remained at this rate until the 31st of March, 1844, the average sales per annum for the sixteen years, from 1828-29 to 1843-44, having been very considerably below those of the preceding eight years, when the price was rupees 70 per garce.

526. By Act VI of 1844, the levy of Transit or Inland Customs' Duties was abolished throughout the Madras Presidency from the 1st of April of that year, and the price of Salt was raised from the same date to one rupee eight annas the maund,* or rupees 180 the garce, with the view of compensating for the Revenue relinquished by the abolition of the Transit Duties, and in consideration of the relief afforded to the people by that measure.

Transit Duties abolished throughout the Presidency by Act VI. of 1844, and the price of Salt raised to rupees 1, 8 annas the maund, or rupees 180 the garce.

527. The Madras Government had remonstrated against the price being raised to this extent, and had represented that the highest amount which it would be safe or reasonable to impose, would be rupees 127½ per garce, or 1 rupee 1 anna per maund, which price, they were also of opinion, would be more than sufficient to meet the loss of Revenue which would be occasioned by the entire abolition of the Transit Duties. The Court of Directors concurred in the objections of the Madras Government, and, considering also that each increase in price had been regularly followed by a decrease in the sales, directed, in a dispatch dated the 3rd of July, 1844, No. 9, the immediate reduction of the rate to one rupee per maund, or rupees 120 per garce, which has ever since been, and still is, the price of Salt under the Madras Presidency.

But reduced in the same year, by order of the Court of Directors, to one rupee the maund, or rupees 120 the garce, which has ever since been, and still is, the rate.

528. The net Revenue relinquished by the abolition of the Transit Duties was about 31 lacs per annum.

Amount of Revenue relinquished by the abolition of the Transit Duties.

529. In the Madras Presidency, Marine Salt is made exclusively by solar heat. The sea-water is let by gradations into small shallow beds, and after evaporation the Salt is scraped off and dried. The process is fully described in paragraphs 56 to 78 of Appendix B, and

Manufacture of Salt. Process.—Appendix B. paragraphs 56 to 78, and Enclosure No. 4.

* Section 43, Act VI. of 1844.

duty to a monopoly. All Salt exported by sea, the Board thought should be exempt from duty; and they forwarded the Draft* of a Law framed in accordance with their views.

Mr. Falconar, one of the members of the Board of Revenue, dissented, and advocated a close monopoly, as in Bengal.

504. One of the Members (Mr. Falconar) dissented from these views of his colleagues; he considered the establishment of a close monopoly, as in Bengal, practicable and necessary, and recorded a Minute† on the policy of adopting that measure in preference to leaving the manufacture free.

The Madras Government, without examining the question, rejected the Excise proposition in favour of a monopoly.

505. The Madras Government, without entering in the least into the merits of the question, upon the simple ground‡ that the introduction of a Monopoly of Salt on the part of the Company, on the principles of that established in Bengal, had been prescribed by the orders of the Governor-General in Council, rejected the Excise proposition of the Board of Revenue, and directed such modifications to be introduced in the Draft Law as might be necessary to adapt it to the plan of a monopoly.

Establishment of the Monopoly.

506. The Draft of a Law for regulating the Revenue derivable from Salt, on the plan of a monopoly, was accordingly prepared, and submitted to the Government of India,§ by whom its general principles were approved; and, ultimately, Regulation I of 1805 was passed on the 13th of September of that year, establishing the monopoly in all the provinces of the Presidency, except Malabar and Canara, to which it was afterwards extended by Regulation II of 1807.

Subsequent Laws relating to, and present rules for the management of the Salt Revenue.

507. The subsequent Regulations and Acts relating to the Salt Revenue, passed up to the present time, are Regulation V of 1831 and Act VI of 1844. They do not at all affect the original plan of the monopoly as laid down in Regulation I of 1805. The Revenue is further protected by the rules for the management of the Salt Department, circulated by the Board of Revenue for the guidance of collectors, on the 23rd of December, 1850. These Rules,‖ with all the subsequent modifications and additions, will be found in the Appendix.

Peculiarity of the system.

508. The peculiar feature of the system is that the manufacture is conducted exclusively on account of the Government. The manufacturers contract to furnish Salt at a fixed price; and the Government dispose of the Salt also at a fixed price, through their own agents, to the dealers and others, who resort to the Government stores for their supplies; but beyond this first sale, the Government do not meddle. The manufacturer can only make for Government, and the purchaser, in the first instance, must buy from Government; but afterwards he may sell his Salt where, and as, he pleases, without further interference.

Laws relating to the Salt Revenue.—Section 3, Regulation I of 1805. Sections 2 and 4, Regulation II of 1807.

509. The manufacture, sale, and transit of Salt within the limits of the Madras Presidency, excepting on account of Government, or with their sanction, is expressly forbidden; and all Salt manufactured, sold, and conveyed, contrary to the provisions of Regulation I of 1805, is liable to seizure and confiscation. The system established in Canara and Malabar differed from the general plan, in so far as to leave the inhabitants of those districts at liberty to carry on the manufacture of Salt as before; but the sale of the Salt so manufactured, except to the Government, was prohibited.

Sections 8 and 13, Regulation I of 1805. Section 3, Regulation II of 1807. Sections 2, 3, and 4, Regulation V of 1831.

510. Proprietors of estates, or other persons in charge of lands, clandestinely manufacturing Salt, or wilfully omitting to give immediate notice of Salt manufactured in their lands, are liable, on conviction in the criminal courts, to a fine not exceeding rupees 200, commutable to imprisonment not exceeding the term of two years, or to punishment by the magistrates by a fine not exceeding 50 rupees, commutable to imprisonment not exceeding one month. Any manufacturer, or other person, in Canara and Malabar, selling Salt to any other than the officers of Government, or others authorized by Government to purchase it, is liable to the same penalties;

* Appendix E, No. 11. † Appendix E, No. 12.
‡ Appendix E, No. 13. § Appendix E, No. 14. ‖ Appendix F.

and all other breaches of the Salt Laws are punishable in like manner.

511. The removal of Salt from the depôts without a Rowannah or Pass is prohibited. Persons in charge of Salt are required to keep their Passes with the Salt. Any Salt found in transit, anywhere within the limits of the Presidency, unprotected by a Pass, or in excess of the quantity specified in the Pass, is liable to seizure and confiscation.

Section 12, Regulation I of 1805.

512. Any person convicted of engaging in any clandestine or fraudulent transaction concerning Salt, is liable to permanent exclusion from the service of the Company.

Section 18, Regulation I of 1805.

513. As regards embezzlement, breach of trust, &c., the laws that apply generally to Revenue servants (Regulation IX of 1822, and Act XIII of 1850) can be enforced; and further, any Salt Meerassidar conniving at fraud, forfeits his privileges, and is deprived of his pans.

Punishments for embezzlement, breach of trust, &c.

514. The administration of the monopoly was, originally, subject to the immediate direction and control of a General Agent,* acting over the Collectors, and in subordination to the Board of Revenue. In 1808, the office of General Salt Agent was abolished, and a commission of $1\frac{1}{2}$ per cent. on the Salt Revenue was granted to the Collectors, and their head assistants, in the proportion of $\frac{2}{3}$ to the former, and $\frac{1}{3}$ to the latter. In 1836, the commission was finally discontinued, and the management of the Salt Revenue constituted, as it now is, one of the ordinary duties of the Collectors, in subordination, as before, to the Board of Revenue.

Original and present administrative system and agency.

515. Excepting in the Madras Collectorate, there is no Agency between the Collector and the Native Establishment. The immediate charge of the Salt Duties is generally entrusted to the Collector's Head Assistant. In the Madras Collectorate, it is entrusted to an Uncovenanted Assistant, entertained for the purpose, in consequence of the large transactions in that locality, the distance of the pans from the depôt, and various other reasons demanding the personal services of a man of activity, intelligence, and integrity.

516. The Native Establishments are of two classes, fixed and temporary, the latter being called in, chiefly for preventive service, at the season of manufacture and storing. The details differ in each district, but generally each depôt is under an Ameen, Peshcar, or Tannadar, who is assisted by a Deputy, with Native Writers, Accountants, Inspectors, and a guard of Peons under a Duffadar. A detailed list of the native Establishment in each district, with a specification of the designations and duties of the several officers and servants composing it, as condensed from the Returns of the Collectors, will be found in Appendix B (Enclosure No. 12). The total charge for subordinate Establishments, in the year 1852-53, amounted to rupees 1,54,493 as shown in the margin.† The native Establishments are considered to be certainly underpaid in proportion to their responsibilities.

Native Establishments —their duties and cost.

517. The Regulation establishing the monopoly fixed the sale price of Salt at rupees 70 per garce,‡ including duty and all cost of manufacture. In November 1809, the price was raised to rupees 105 per garce; but the Revenue, which ought to have increased more than 50 per cent., did not reach quite 30 per cent.

Monopoly prices of Salt. Sale price originally rupees 70 per garce of 120 maunds; raised in 1809 to rupees 105.

	Rupees.
The Revenue in 1808-9 being	18,82,009
And in 1811-12	23,66,936
Showing a net increase of	4,84,929

* Sections 2 and 4, Regulation I of 1805.

	Rupees.
† Fixed	1,42,003
Temporary	12,490
Total	1,54,493

‡ 120 Maunds.

Cost of manufacture and Revenue charges per garce in each district of the Coromandel coast.

Appendix B. The items of cost price and Revenue charges, respectively, per garce of 120 maunds, in each district of the Coromandel Coast, are shown in the following table :—

DISTRICTS.	COST PRICE.			REVENUE CHARGES.				GRAND TOTAL.
	Coodeewarum.	Repairs, measuring, &c.	TOTAL.	Establishment.	Extra Charges, and Saderwared.	Roosooms.	TOTAL.	
1	2	3	4	5	6	7	8	9
	Rupees.	Rupees.	Rupees.	Rupees.	Rupees.	Rupees.	Rupees.	Rupees.
Ganjam	5	..	5	$1\frac{1}{2}$	$\frac{1}{2}$	..	2	7
Vizagapatam	6	$\frac{1}{2}$	$6\frac{1}{2}$	5	..	..	5	$11\frac{1}{2}$
Rajahmundry	6	1	7	4	$1\frac{3}{4}$	..	$5\frac{3}{4}$	$12\frac{3}{4}$
Masulipatam (Sea)	5	$1\frac{1}{2}$	$6\frac{1}{2}$	..	..	..	..	$6\frac{1}{2}$
Masulipatam (Swamp)	1	$\frac{1}{2}$	$1\frac{1}{2}$	..	..	..	..	$1\frac{1}{2}$
Guntoor	7	$\frac{3}{4}$	$7\frac{3}{4}$	$2\frac{3}{4}$	..	..	$2\frac{3}{4}$	$10\frac{1}{2}$
Nellore	$7\frac{1}{2}$	1	$8\frac{1}{2}$	5	$\frac{1}{4}$	..	$5\frac{1}{4}$	$13\frac{3}{4}$
Chingleput	$13\frac{1}{4}$	$\frac{1}{4}$	$13\frac{1}{2}$	$4\frac{3}{4}$	..	..	$4\frac{3}{4}$	$18\frac{1}{4}$
South Arcot	$9\frac{1}{2}$	$\frac{1}{2}$	10	$3\frac{3}{4}$	..	$\frac{1}{2}$	$4\frac{1}{4}$	$14\frac{1}{4}$
Tanjore	10	..	10	3	..	..	3	13
Madura	$10\frac{1}{2}$	$\frac{1}{4}$	$10\frac{3}{4}$	$4\frac{3}{4}$	$\frac{1}{4}$	..	5	$15\frac{3}{4}$
Tinnevelly	10	..	10	$4\frac{1}{4}$	$\frac{1}{4}$	$\frac{3}{4}$	$5\frac{1}{4}$	$15\frac{1}{4}$
Madras (Town)	10	$6\frac{1}{4}$	$16\frac{1}{4}$	1	.	..	1	$17\frac{1}{4}$
Total	$100\frac{3}{4}$	$12\frac{1}{2}$	$113\frac{1}{4}$	$39\frac{3}{4}$	3	$1\frac{1}{4}$	44	$157\frac{1}{4}$
Average	7, 12, 0	As. 15, 5	8, 11, 5	3, 1, 0	As. 3, 8	As. 1, 6	3, 6, 0	12, 1, 6

Average cost of manufacture, and Revenue charges, per garce.

546. According to this table, the average cost of manufacture, or cost price of the Salt, as shown in column 4, is rupees 8, 11 annas, 5 pies per garce, the average Revenue charges, as shown in column 8, amount to rupees 3, 6 annas, per garce, and the average total cost, as shown in column 9, is rupees 12, 1 anna, 6 pies, per garce; but these proportions are not exactly correct; for some portion of the charge for establishment should be deducted from the Revenue charges and added to the cost of manufacture, and some charge for loss by wastage should also be added to this latter head. On the other hand, the charges borne by Government in shipping Salt for exportation, which have been included by the collectors of the shipping districts, viz. Rajahmundry, Nellore, and Madras, in column 3, ought to be excluded from the cost price, while the payments to the French Government, and in compensation for pans abolished, should be added to the Revenue charges. These alterations would, however, make but little difference in the averages either way, or on the whole.

Highest and lowest total cost per maund.

547. In Chingleput, where the expense is highest, the total cost per maund is about 2 annas, 5 pies. In Ganjam and Masulipatam, where the expenses are lowest, the total cost is below an anna a maund for sea Salt, while the total cost of the swamp Salt of the latter district, at the rate of rupee 1, 8 annas, per garce of 120 maunds, is $2\frac{1}{4}$ pies, or less than $\frac{1}{4}$ of an anna per maund.

Total charges, excluding Malabar and Canara, and average total cost per garce.

548. Excluding Malabar and Canara, the total charges on account of the Salt Revenue, in the year 1852-53, amounted to rupees 5,04,480 against a sale of 45 lacs of maunds, or 37,500 garces. This gives an average total cost of rupees 13·4 per garce, apportioned by the Board of Revenue as follows :—

	Rupees.
1. Salary of Establishment	3·182
2. Extra charges and saderwared	·122
3. Roosooms	1·252
4. Hire to Manufacturers	8·301
5. Repairs	·18
6. Charges of Export	·4
7. Shipping Charges	·59
8. Compensation for Pans	·90
9. Indemnification to the French	·372
Rupees ..	13·400

549. Five per cent. being added for wastage the cost is raised to rupees 14·1 per garce, or rupees 11·7 per 100 maunds, equal to about 1 anna 10 pies per maund, and this, the Board state, may be considered the average cost to Government (including all charges whatever) of Salt on the Coromandel Coast. The average cost in Canara, the only district on the Malabar Coast where Salt is manufactured, is about 3 annas 5 pies per maund, as will hereafter be shown.

Average cost to Government (including all charges whatever) per garce, per 100 maunds, and per maund.

550. The average cost of manufacture, or cost price to Government, consists, according to the above details, of the two items (4 and 5) of "Hire to Manufacturers," and "Repairs," and amounts to rupees 8·3 per garce. The actual cost of production, that is, the price that a Salt Meerassidar generally gives to those who cultivate his pans for him is said to be rupees 6 per garce.

Average cost of manufacture, or cost price to Government, per garce, and cost of production.

551. The cost of manufacture, as shown by the table in paragraph 545, varies, sometimes considerably, in different districts, being higher in the southern districts of the Carnatic, and in Canara, where, on assuming the monopoly, the Government recognised a Meerasee, or private right of property, in the pans, than in the Northern Circars, where no such right was acknowledged. In the former case, the Government bound themselves to maintain the shares previously paid as wages to Meerassee manufacturers from the proceeds of sale, converting the shares in kind into their value in money.* The prices thus fixed, are much higher than would otherwise be necessary, and greatly enhance the cost of the Salt in these cases. The fixed prices paid to the manufacturers bear the general designation of Coodewarum, and are charged in the accounts under that term. In the Minute† of Mr. Goldingham, Member of the Board of Revenue, the price paid to the manufacturers is said never to exceed 10 rupees per garce, but according to the table at paragraph 545, the price paid in Chingleput is 13 rupees, 4 annas, and in Madura, 10 rupees, 8 annas, per garce.

Meerassidars, or manufacturers having a private right of property in the pans. Coodeewarum, or fixed prices paid to the manufacturers.

552. The Government further pledged themselves to grant compensation, in the event of its being deemed expedient to limit the quantity usually manufactured, or to suspend the manufacture entirely, at any of the usual places of manufacture.‡ The compensations paid under this pledge, in Fusly, 1262, or 1852-53, amounted to rupees 2,215.§ In opening new pans, the Government now reserve the right, under written agreements, to close them whenever it may be deemed expedient, without awarding compensation.

Compensation for the limitation, or abolition, of the manufacture at any place.

553. In addition to the compensations, there are sundry old roossooms, or perquisites of the Native Government still chargeable on the Salt Revenue.‖ The payments on this account, which are now made in money, amounted in Fusly 1262, or 1852-53, to rupees, 4,638.¶

Roossooms or perquisites.

554. The persons who make the Salt are either the descendants of the original manufacturers, or have acquired their holdings by purchase, or as the descendants of purchasers. In Masulipatam, the Salt is made by hired labourers, paid by the Government, at the rate of 2 annas, per diem; but, with this exception, the Salt manufacturers are in the possession of rights and privileges more or less valuable, according as their pans are situated in the Southern Districts, and in Canara, or in the Northern Circars. Socially, they are in the same position as the ordinary village Ryots; but in general they are, or ought to be, in better circumstances, inasmuch as a Saltpan is more valuable property than an ordinary grain land occupancy of the same extent. Their labour is entirely voluntary,** and the climate of the coast where they work is exceedingly healthy.

Manufacturers — their rights and condition.

* Clause 1, Section 4, Regulation 1 of 1805.
† Appendix E, No. 33, Paragraph 13.
‡ Clause 1, Section 5, Regulation I of 1805.
§ Appendix B, Enclosure No. 16.
‖ Clause 2, Section 4, Regulation I of 1805.
¶ Appendix B, Enclosure No. 16.
** Section 7, Regulation I of 1805.

Every proprietor of a pan is registered;* and when the Government extend the manufacture in any locality, the preference of the new pans is usually offered to the villagers of that locality.

General size, and value in Salt, of the holdings. What may be considered to constitute a Salt Work and a group of Salt Works.

555. Some idea may be formed of the general size, and value in Salt, of the holdings from a Statement given in the Appendix.† In the area called "Pan" is included, in the ordinary acceptation of the term, not only the evaporating beds from which Salt is scraped, but the reservoir and brine beds. The whole is designated an "Ullum," corresponding with the Bombay "Agur;" but this latter seems to cover, in general, a much larger space of ground than the Madras Ullum. Every collection of pans or ullums which has a separate platform set apart for storing the Salt manufactured in them, is generally held to constitute a distinct Salt Work, although the pans of one village may, in fact, be at some little distance from those of another belonging to the same platform. Sometimes the platforms are regulated by cotaurs, and sometimes by villages, that is, a platform is attached to each cotaur or village, a cotaur being a set of pans under a separate establishment. But, properly speaking, every Ullum, or, at all events, all the Ullums in one place belonging to the same owner, must be held to constitute a distinct Salt Work, and all the Ullums congregated in one place, belonging to several owners, thus constitute a group of Salt Works, called in Bombay a "Suza."

556. My desire was to prepare a Statement which should show the number of distinct pans or ullums at each place of manufacture in each district; the highest, lowest, and average number of pans, or ullums, held by a single owner, or set of owners in partnership, at each place; and the highest, lowest, and average amount of coodeewarum, or purchase money, paid by the Government for Salt manufactured by one owner, or set of owners in partnership; but the very late period at which the Reports and Returns of the several local officers were transferred to me, and the numerous points in them requiring to be cleared up before the details could be depended upon, precluded the preparation of a Statement showing more than the aggregate particulars for each district, and, even in this case, I am not satisfied that the Statement strictly represents what it is intended to exhibit; for instance, it seems probable that, under the head "Number of Pans," some of the local officers have entered the number of "ullums," and others the number of "evaporating beds;" but the information abstracted is sufficiently accurate and to the point, to admit of an approximate estimate being formed of the amount of capital ordinarily required to work a Salt holding in the Madras Presidency, under the existing state of such property, which was the purpose for which I desired to prepare the Statement. This question will come to be noticed in considering the practicability of substituting an excise for the monopoly.

Quality of the Salt.

557. No objection it would appear can be taken to the quality of the Monopoly Salt. In Appendix B (Enclosure No. 11), a very complete paper will be found, drawn up by Dr. Mayer, Professor of Chemistry, on the analysis of 22 specimens of sea Salt taken from the bazaars of 22 towns and villages in the inland district of Cuddapah, 100 miles distant, on an average, from the nearest Salt depôts. The specimens, being dried at the temperature of boiling water until they ceased to lose weight, averaged as follows:—

Moisture	7	per cent.
Sand and dirt	3	,,
Chloride of Sodium or pure Salt	89	,,
Muriates of Magnesia and Lime	1	,,
	100	

that is, deducting the remaining moisture, 89 parts out of 93, or 95½ per cent. was found to be pure Salt.

* Clause 3, Section 4, Regulation I of 1805. † Appendix D.

558. The total produce of the Madras pans in 1852-53 was 52,67,110 maunds.* The total sales of home produce in the same year amounted to 48,32,937 maunds.† Full particulars for each depôt of each district will be found in Appendix B. (Enclosure No. 9.)

Total produce and sales of home manufactured Salt.

559. The foregoing narrative is not altogether applicable to the Districts of Canara and Malabar. The climate, soil, and brine of the latter district were found to be unsuitable for the production of Salt of a good quality at a moderate price, and the manufacture was finally relinquished in 1823, having, in fact, been driven out by the Salt imported from Bombay for the service of the monopoly when both that Salt and the manufactured Salt of the district were offered for sale at an equal profit to the Government. At present the whole supply for Malabar is brought by sea from Bombay, by merchants who contract to land a certain quantity for a certain sum. It is then stored at depôts along the coast, and at the heads of the navigable rivers, and sold from thence to all purchasers, in as small quantities as one maund on the coast, and half a maund inland, at the monopoly price of 1 rupee per maund, except at certain depôts along the Cochin frontier, where the prices have been reduced, under orders of the Madras Government, dated the 9th of March, 1852, to 9_6th annas and $13\frac{3}{4}$ annas per maund, in consequence of the low rate at which Salt sells in Cochin; the Cochin Government having agreed, at the same time, not to lower their rates till the close of Fusly 1264, or 12th of July, 1855. The cost price to Government of the Bombay Salt imported for the service of the monopoly in Malabar, at the latest date, was rupees $32\frac{1}{2}$ per garce of 120 maunds, the Revenue charges thereon amounted to rupees 7 per garce, and the total cost to rupees $39\frac{1}{2}$ per garce, or $5\frac{1}{4}$ annas per maund. The total supply received in 1852-53 was 3,02,544 maunds, and the total sales in the same year amounted to 3,33,119 maunds. The correspondence relating to the cessation of the manufacture in Malabar, and the substitution of a supply from Bombay, will be found in Appendix B. (Enclosure No. 7.)

Supply of Salt for the District of Malabar.

560. In Canara, the chief supply is manufactured in the district under a system of licenses to produce certain estimated quantities; a portion is purchased, as in Malabar, from Bombay by contract, and the remainder is imported by land from the Portuguese Territory of Goa, which adjoins the district on the north, on payment of a Customs' Duty of 12 annas per maund, which is considered to be equal to the profit on the manufactured Salt of the district. The proportions supplied from these sources respectively in Fusly 1262, ending the 11th of July, 1853, were as follows:—

Supply of Salt for the District of Canara.

Manufactured in Canara		4,31,454
Purchased from Bombay		1,20,723
Total Government stock ..		5,52,177
Imported from Goa on payment of duty ..		64,147
Total supply		6,16,324

The sales in the same year from the Government stock amounted to 4,60,278 maunds. The supply from Goa finds its way to the consumer without passing through the hands of the Government. The

* Total quantity received into store		56,90,377
Deduct supplied from Bombay for Malabar	3,02,544	
Ditto for Canara	1,20,723	
		4,23,267
Remains manufactured		52,67,110
† Total sales		52,86,779
Deduct sales of Bombay Salt in Malabar	3,33,119	
Ditto in Canara	1,20,723	
		4,53,842
Remain sales of manufactured Salt		48,32,937

cost price to Government of the Salt purchased from Bombay and manufactured in Canara, respectively, is nearly the same, being in the one case 25¾ rupees, in the other 25½ rupees per garce, equal in either case to about 3 annas 5 pies per maund. The particulars are given below. The remission of the Beriz or land assessment on the Saltpans appears to be an item of cost peculiar to Canara, and in fact raises the Coodeewarum, or price paid by Government to the manufacturers for Salt in that district, to about 15½ rupees per garce.

Items of cost.	Salt imported from Bombay.			Salt manufactured in Canara.		
	Rs.	As.	Pie	Rs.	As.	Pie
Net purchase price	23	0	6	11	5	5
Beriz or land assessment on Saltpans, remitted ..	0	0	0	4	1	10
Fixed Establishment	0	9	7	4	2	8
Saderwared	0	0	5¼	0	1	5
Extra Establishment	0	3	6¼	0	9	1¼
Pattimar and Boat freight	1	10	6	4	5	9
Repairs of Cotays or Storehouses, &c.	0	3	9½	0	13	5½
Total ..	25	12	4	25	7	8

561. Up to the year 1838, the Salt for the service of the monopoly in Canara, in aid of the home manufacture, was purchased from Goa. Since that year, the additional supply has been drawn exclusively from Bombay. The immediate cause of the change was the failure of the supply from Goa. The cost of the Goa Salt was apparently much the same as the present cost of the Bombay Salt.

562. The manufacture in Canara is confined to the northern half of the district, comprising the Talooks of Ankola, Honore, and Cundapoor; and even in this portion it is in some degree driven out by the private importations from Goa, paying a Customs' Duty of 12 annas per maund on crossing the frontier. As in Malabar, the Government stock, both manufactured and imported, is stored at depôts along the coast, and at the heads of the navigable rivers, from whence it is sold to all purchasers, in as small quantities as 1 mercal, or 12 seers, at the monopoly price of 1 rupee per maund. The whole stock imported on contract from Bombay is at one depôt, at Buntwall, situated on a navigable river in the southern portion of the district, whence it is transported for consumption inland. The Salt is delivered by the contractors at the Port of Mangalore, and is carried from thence to the above-mentioned depôt at the expense of Government. It is said to be much preferred to the home manufactured Salt. Correspondence concerning the supply of Salt in Canara will be found in the Appendices, specified on the margin,* and a map † of the Salt trade of the district accompanies, showing the places of manufacture, the sites of the depôts, and the principal lines of traffic both existing and required.

Swamp, or spontaneous, Salt.

563. In some districts, Salt spontaneously produced in marshy swamps is partially collected, stored, and sold, in the same manner as manufactured Salt, and partially destroyed. In other districts, Salt so produced is altogether destroyed. This swamp Salt might be collected, in the Districts of Tanjore and Masulipatam more especially, to almost any extent, of fine quality, and at a small charge, probably, on an average, for about 4 rupees per garce of 120 maunds, or ½ an anna per maund. In Masulipatam, it is collected, as has been seen,‡ for about 1 rupee 8 annas the garce, or less than a ¼ of an anna per maund. The great swamp to the north and west of point Calimere,

* B, Enclosure No. 8. C, No. 15. E, Nos. 15, 16, 17, and 30. G, No. 9. J, Nos. 8 to 11.

† Map No. 7.

‡ Paragraph 547.

in Tanjore, extends westward for upwards of 30 miles, and the Salt spontaneously produced in it is said to be very white, and of peculiarly fine crystals. The reasons given for not turning this spontaneous Salt, as it is called, to greater account, are the facilities for smuggling; and because the places where it is produced are isolated, and inconvenient of approach in the present state of inland communications. The mode of destroying the produce is generally by treading it down with cattle.

Earth Salt—Process of manufacture.

564. In addition to marine Salt, earth Salt is made in the interior of the country, and used by the poorer classes. The manufacture is recognised only in the Districts of Bellary, Cuddapah, and Kurnool, but there can be little doubt that it is carried on, more or less, in all the inland districts. The process of manufacture is described in Appendix B (Enclosure No. 5), and also in a foot-note to paragraph 42 of Appendix E No. 12. A mound or hillock of common earth is raised, and brine is obtained by lixiviating earth impregnated with Salt, which is collected in the vicinity, and thrown into a hollow in the summit of the mound. The water poured on this earth dissolves the Salt, and filters through a narrow drain into a reservoir at the foot of the mound constructed to receive it. The brine thus obtained is then treated, in small beds, with solar heat, until the aqueous part evaporates, and only Salt remains. The method of saturating the brine, though somewhat different in detail, is in fact in principle precisely the same as in the Bengal Agencies; and in Mysore, the Salt appears to be obtained, not by solar heat, but by boiling the brine, just as Bengal Pungah Salt is produced.

Quality.

565. It has long been a question whether earth Salt is a wholesome condiment, or whether it contains substances injurious to the health of the consumers. This question, on which so much difference of opinion continues to exist, has now been satisfactorily solved by the results of a very careful analysis of ten specimens of earth Salt from Bellary, Cuddapah, and Kurnool, recently completed by Professor Mayer. These results show that the earth Salt of those districts contains no deleterious matter whatever. The analysis of the 10 specimens will be found in Appendix B (Enclosure No. 6). It gave on an average :—

Moisture - - -	7
Sand and dirt - -	5
Chloride of sodium -	81
Bases and acids - -	7
	100

The acids and bases showed (qualitatively) nitrates of potash, or soda, or both, "but too insignificant to act in any other way than as a slight stimulant to the renal organs." The Salt is finest in Bellary, where the manufacture has existed from time immemorial; the next in quality is made in Cuddapah, and the worst in Kurnool.

Produce in Bellary and Kurnool.

566. In Bellary and Kurnool, a tax is levied on the manufacture, under the head of Mohturpha. In the former district, earth Salt is manufactured in 800 villages, the number of mounds or places of manufacture being about 2,800, producing about 1,100 garces of Salt, and yielding an annual revenue of about 13,000 rupees. In Kurnool, the manufacture is very limited, there being only 60 modahs, or mounds, producing about 37 garces of Salt, and yielding a Revenue of less than 400 rupees per annum.

In Cuddapah.

567. In Cuddapah no tax is levied. The manufacture was prohibited in 1812, but has been continued ever since notwithstanding the prohibition. In April, 1848, the Salt hillocks were reckoned by the Collector to be 1708 in number, of which 906 were said to produce the better sort of Salt, and 802 an inferior kind, double in quantity, but worth only half the price. The value of the whole produce was estimated at 76,852 rupees. In January, 1849, the same Collector computed the consumption of earth Salt in the district to be 383 garces, of which he supposed 47 to be the manufacture of the district,

and 335 to be imported, chiefly from Bellary. In 1851, the Board of Revenue adhered to the estimates of 1848. I am unable to account for the apparent contradiction between the Statements of 1848 and 1849, except upon the supposition that almost all the earth Salt produced in Cuddapah is exported.

Average cost of manufacture—sale price—profit.

568. In a Minute* of Council by Mr. Elliot, dated in May 1851, the produce in Bellary is taken at 1330 garces, and in Cuddapah at 1,345 garces. The average cost of manufacture is assumed to be 17 rupees, and the average price to the consumers in both districts to be 100 rupees per garce, showing a profit to the manufacturer of 83 rupees per garce.

Mode of taxation.

569. The modahs or hillocks are worked in some cases both by men and buffaloes, in others by manual labour only; and they are classed, and the manufacturers taxed, according to the number of men and cattle employed upon them; but, like all other items of mohturpha, the tax is arbitrary, regulated on no fixed principles, and as various in its details as are the classification of the mounds, and the means by which they are worked.

Schemes for placing the manufacture under a more defined system of regulation, and for taxing the produce, moderately, in place of levying Mohturpha on the manufacturers.

570. In 1845, the Court of Directors, in approving of the refusal of the Government to enforce the provisions of the Monopoly Law in Bellary, observed that, if the manufacture was to be permitted, it would be desirable to place it under a more defined system of regulation, and instead of levying mohturpha on the manufacturers to tax the produce moderately.

571. In pursuance of these views, the Board of Revenue proposed a mode of assessing the modahs in different classes, according to their productiveness; but the Government considered the plan too complicated, and suggested licensing, or farming out, the manufacture. The Board, however, upon a renewed consideration of the subject, came to the conclusion that it was more expedient to continue the mohturpha assessment, readjusting it more equitably, than to adopt either of the systems suggested in substitution, and they recommended its extension to Cuddapah, pending such further measures as might appear advisable hereafter, there being no good reason why the earth Salt produced in that district should remain entirely exempt from taxation while a Revenue was derived from it in Bellary. The Government agreed with the Board that it was better not to disturb the mohturpha mode of assessment in Bellary and Kurnool for the present, but objected to extend the tax to Cuddapah; and the Court of Directors, in a dispatch† dated the 10th of November, 1852, No. 16, acquiesced in this view; but, at the same time, desired that it might be ascertained whether it would be practicable to introduce, into the interior districts of the Madras Presidency, a system similar to that which had worked so advantageously, both for the interests of the Revenue and the welfare of the Molunghees, in the Salt-manufacturing districts of the Bengal Presidency.

572. The Government of Bengal being applied to, in consequence, for information as to the system in question, transmitted in reply a letter from the Board of Revenue, dated the 23rd of June, 1853, purporting to convey it; but it is clear that the Board entirely misapprehended the point on which information was desired. They supposed it to relate to the dealings of the Government with the Molunghees in Bengal, whereas the Court of Directors intended to indicate the system of retail sales of Salt in the coast districts of that Presidency.

Correspondence and papers relating to Earth Salt.

573. A complete series of correspondence and papers relating to the manufacture, consumption, and taxation of Earth Salt, condensing all the material information on that subject, from the earliest to the latest period, will be found in the Appendix.‡

* Appendix G, No. 4. † Appendix G, No. 8. ‡ Appendix G.

Exportation of Salt by sea. Supply for the service of the monopoly in the Bengal Presidency.

574. It has always been an object of the Madras Government to induce the Bengal Government to draw their supply of Salt, for the service of the monopoly in that Presidency, as much as possible from the Coromandel Coast; but the Bengal Government have always evinced a disinclination to avail themselves of that source of supply to a greater extent than might be absolutely necessary, partly from a desire to encourage the Bengal manufacture, and partly on the ground that a prejudice existed in Bengal against the coast Salt. The Madras Government appear, however, to have opposed the chief obstacle to the consummation of their own object, by pricing the Salt at as high a profit to the Madras Revenue as they could obtain, in place of supplying it at its actual cost.

Bengal indents. Supply for Calcutta.

575. In 1779, the Bengal Government imposed a duty of Sicca rupees 30 per 100 maunds on all imported Bay Salt, and shortly afterwards prohibited its importation altogether. In 1795, the Madras Government succeeded in procuring the partial removal of this embargo. On the establishment of the monopoly by Regulation I of 1805, it was provided by Section 19 of that Law, that the usual annual supply of coast Salt required by the Bengal Government should be furnished to contractors, and to persons desirous of exporting it on Permit, at the prices heretofore paid for Salt so furnished and exported. In 1810, the annual supply for Bengal was fixed at 12 lacs of maunds. In 1814, it was reduced to 5 lacs. In subsequent years, the supply was a matter of the greatest caprice, varying, according to the success or failure of the manufacture in Bengal; the utmost possible quantity being required at one time, and the total suspension of importation being proposed at another. Of late years, the supply at any time required for the service of the Bengal monopoly has been drawn on Indents for Calcutta and Chittagong. The Indents for Calcutta were discontinued in 1845, as the Government warehouses then contained a very large stock of Madras Salt, and it was expected that the demand would be supplied by private importations from the coast, Bombay, and other quarters. For eight years, no Salt was exported to Calcutta on Government Indent; but in the year 1853-54, the stocks in Bengal had run so low, owing to a sudden falling-off in the importations of foreign Salt, that it became necessary to indent for a supply of 5 lacs of maunds of coast Salt for that year, and of 10 lacs of maunds for the following year 1854-55. The greatest difficulty was experienced in obtaining tonnage for these supplies, and I doubt if the Indents have yet been completed; the last orders from Bengal were that every endeavour should be made to bring up the remainder of the Salt, whatever might be the rate of freight which the Government might have to pay for its carriage.

Charge made for Salt supplied to Calcutta.

576. For several years, the charge made by the Madras Government for Salt exported to Calcutta, on Indents from Bengal, was rupees 70 per 100 maunds, of which 35 rupees was the price of the Salt, the profit to the Madras Revenue at this price being 20 rupees. In 1845, the Madras Government intimated their willingness to reduce the price to rupees 25, making the total charge at Calcutta rupees 60 per 100 maunds; and they are now prepared to forego all profit to the Madras Revenue, and to supply the Indents at the average actual cost of manufacturing the salt and putting it on board, estimated at present at 15 rupees the 100 maunds. The Salt consigned to Calcutta on the Bengal Indents is actually sold to the owners or commanders of the vessels, previously to its being shipped; and on the delivery of the Salt at Calcutta, the owners or commanders receive the fixed price for all the Salt which may be received in store in good condition, the difference between the price charged for the Salt at Madras and the price paid for it at Calcutta constituting the freight.

Supply for Chittagong

577. The supply for Chittagong is confined to the quantity required for consumption in that district, and in a portion of the adjoining District of Bullooah. These Indents commenced in 1826; they were suspended in the years 1852 and 1853, but were renewed in 1854. A lac and a half to two lacs of maunds is the quantity

ordinarily required. The Salt is brought to Chittagong in vessels belonging to that port, and under contracts entered into by the owners with the Salt Agent. The risks of transport are borne by the contractor, who purchases the Salt on board at its actual average cost to the Madras Government of 15 rupees the 100 maunds, and undertakes to deliver it at Chittagong at a fixed remunerative price, with an allowance of 2½ per cent. for wastage. The contract price in the past year 1854-55 was 46 rupees per 100 maunds. Until last year, the price charged for the Salt at Madras was 25 rupees, and the contract price payable at Chittagong 40 rupees per 100 maunds. The profit to the contractor has thus been more than doubled, having risen from 15 to 31 rupees the 100 maunds.

Supply for private exportation.

578. Salt for private exportation by sea has always been supplied at its actual average cost to the Government of 15 rupees the 100 maunds, including shipping charges; but the quantity of Salt exported on private account has generally, and more especially of late years, been very insignificant. In the year 1852-53 the whole amount to Calcutta and all other places was only 12,600 maunds. Salt exported to Calcutta on private account pays an import Customs' Duty there of rupees 2,8 per maund, or rupees 250 the 100 maunds, that being the rate of tax at present imposed on the manufactured Salt of Bengal. This duty being paid, the owner is at liberty to dispose of the Salt as he pleases.

Mode of providing Salt for exportation, whether on indent from Bengal or on private account.

579. The rule with respect to the provision of Salt for export, whether on indent from Bengal or on private account, is to set apart certain quantities (regulated, in the former case by the Indents, and in the latter by past demands) at certain places, and to advertise these quantities and localities in the "Gazette," together with the terms on which indent Salt may be taken. The districts in which it has been usual to set apart Salt for export are, ordinarily, Madras, Chingleput, Nellore, and Rajahmundry, to which are added South Arcot, Tanjore, Masulipatam, and other districts, as the occasion arises. The indents for Chittagong are supplied exclusively from Nellore, the Salt of that district being most in request.

All vessels at present privileged to carry Salt, without restriction in regard to tonnage.

580. Until last year, the privilege of exporting Salt from the Coromandel Coast to Calcutta, whether on Bengal indent or on private account, was confined to square-rigged vessels of not less than 200 tons burthen. This limitation was imposed in 1840, and its intention was to restrict the trade in Madras Salt to vessels taking pilots, the risk of smuggling from smaller craft being considered very great. All restriction in regard to tonnage has now been removed. Vessels bringing Salt from Madras to Calcutta, either for Government or private parties, of above 200 tons burthen, are treated precisely like vessels bringing any other cargo, receiving on board a preventive officer from the Customs' House; if under 200 tons burthen, they are required to carry continually, on their passage up the Hooghly, distinguishing flags, for Government and private Salt respectively, and an officer of the Salt Department goes on board on the entrance of the vessel into the Port of Calcutta, and remains on board till the cargo is discharged.

Average charge per maunds made for Salt put on board export vessels. Rates of shipping charges.

581. It is to be observed, that the charge of 15 rupees per 100 maunds for Salt put on board export vessels barely covers the cost of manufacture and shipping in some places, while in other places it is in excess of that cost. In some of the northern districts, where the Coodeewarum, or price paid to the manufacturer, is not so high as in the southern districts, the charge might be reduced to 12 rupees. The expense of putting the Salt on board varies from 2 to 4 rupees per 100 maunds, according to the distance of the depôt from high water mark, and the facility of obtaining boats.

Quantity of Salt exported by Sea.

582. The quantities of Salt exported by sea in each year from 1822-23 to 1852-53, on Bengal Indents and on private account respectively, are exhibited in a Statement* in the Appendix.

* Appendix L, Columns 10 to 12.

Importation of Salt. Import Duties formerly levied.

583. By Section 3, Regulation I of 1805, the importation of Salt into the Madras Territories by sea or land was prohibited. By Regulation II of 1818, the importation of foreign Salt was permitted, subject to the payment of a duty of 100 pagodas, or 350 rupees, per garce of 120 maunds. The above Regulation was rescinded by Act VI of 1844, which imposed a Customs' Duty of 3 rupees per maund, or rupees 360 per garce of 120 maunds, on all foreign Salt imported into the Madras Territories by sea or land; but, in 1849, an exception was made in favour of Goa Salt, admitting it into Canara, by land, at a reduced duty of 12 annas per maund, or 90 rupees the garce.

Measures for the admission of all Foreign Salt to equal competition with the manufactured Salt of the Presidency.

584. In a dispatch dated the 30th of July, 1851, No. 8, the Court of Directors desired that the trade in Salt at Madras should be placed, as far as possible, on the same footing as in the other Presidencies—that is, that all Foreign Salt should be admitted into the Madras Territories on payment of a Customs' Duty equal to the profit derived from the manufactured Salt of the Presidency. In pursuance of the Court's views, the Madras Government proposed, in May 1852, to admit European Salt throughout the Presidency, and Salt from Goa and Arabia into the Districts of Canara and Malabar, at a reduced duty of 12 annas the maund. The Government of India, in June 1852, objected to this limitation, and pointed out that it would be in every way preferable, and more in accordance with the instructions of the Court of Directors, to make the contemplated reduction in the import duty general, than that it should have any partial operation.

585. On reconsideration, the Madras Government acquiesced in this view, and, in July, 1853, proposed to admit all Foreign Salt at a reduced duty of 12 annas the maund; but to restrict the privilege to such ports as might from time to time be fixed by that Government, explaining, with reference to this restriction, that the number of ports, and the small Establishments at many of them, rendered it desirable, for the better regulation of the trade generally, and prevention of illicit practices, to limit the places at which Salt might be landed, but that care would be taken that they should be such, both in number and position, as amply to meet all the requirements of the trade.

586. The Government of India having sanctioned this measure in August, 1853, the Madras Government, in November following, proposed, in modification of it, to impose a differential duty of 14 annas the maund on all sea imports of Goa Salt, the reason assigned being that, at a duty of 12 annas, sea imports of Goa Salt would supersede the monopoly of sales in Canara. It was not urged that the profit or duty on Canara Salt was higher than 12 annas, and the proposition was, therefore, negatived by the Government of India.

At present all Foreign Salt is admitted on payment of an Import Customs' Duty, equal to the average net profit accruing on the monopoly sales, viz., 12 annas per maund.

587. At present, therefore, all Foreign Salt is admitted to equal competition with the manufactured Salt of the Presidency at certain specified ports; the Import Duty being fixed at 12 annas the maund, because that rate represents the average net profit per maund accruing on the monopoly sales.* The correspondence and papers relating to the equalization of the duty on all imported Salt, with the profit derived from the manufactured Salt of the Presidency, will be found in Appendix J; and from a Government Notification † in that Appendix, it will be seen that the specified ports embrace every district, and are sufficiently numerous.

No Foreign Salt has ever been imported into the Madras Presidency, on private account, except a small quantity across the Goa Frontier. Total importations on private and public account.

588. As was to be expected, no Foreign Salt has ever been imported into the Madras Presidency on private account, except a small quantity from Goa, across the land frontier, at the exceptional duty of 12 annas the maund. The general duty of 3 rupees per maund was, of course, quite prohibitory. The only attempt ever made to import Foreign Salt was apparently in 1846, when an English ship brought a cargo to Madras, which was purchased by the Government at 20 rupees the garce, to prevent its being thrown into the sea. The only other importations, besides those from Goa above mentioned, have been from Bombay into Canara and Malabar for the service of

* Appendix J, No. 4. † Appendix J, No. 6.

the Monopoly, under contracts with the Government. The total importations in these ways amounted, in Fusly 1262, ending with the 11th of July, 1853, to 4,87,414 maunds as follows :—

From Goa	-	64,147
From Bombay	-	4,23,267
Total		4,87,414

What the effect of the reduction of the Import Customs' Duty generally, to a rate equal to the average net profit derived from the Monopoly Salt, may be, remains to be seen.

Conventions between Great Britain and France. First convention, by which the French Government engaged to farm to the British Government in India, for the annual sum of 4,00,000 Sicca rupees, the exclusive right of purchasing all the Salt manufactured in the French Settlements, except the quantity required for home consumption.

589. By a Convention between Great Britain and France, signed at London on the 7th of March, 1815, the French Government engaged to farm to the British Government in India, for the annual sum of 4,00,000 Sicca rupees, the exclusive right of purchasing at a fair price, to be regulated by the prices in the neighbouring districts, all the Salt manufactured in the French possessions on the Coasts of Coromandel and Orissa, subject, however, to a reservation of the quantity required for the domestic use and consumption of the inhabitants of those possessions, and upon the further condition of receiving, at prime cost, the quantity of Salt necessary for the consumption of the inhabitants of the French Settlement of Chandernagore in Bengal. It was further agreed, with a view to the prevention of smuggling into the British Territories, that salt should be sold in the French possessions at prices nearly equivalent to the East India Company's monopoly rates. No right was reserved to either of the contracting parties to withdraw from any of the terms of this engagement.

Second convention, for the total suppression of the manufacture of Salt in the French Settlements, in consideration of an annual payment by the British Government of 14,000 Sicca rupees.

590. It being found desirable to suppress the manufacture in the French possessions altogether, it was arranged, by a second Convention between the Governments of Madras and Pondicherry, signed at Pondicherry on the 13th of May, 1818, that the manufacture of Salt should cease throughout the whole of the French Establishments in India during the continuance of the Company's Charter then existing, the French Government guaranteeing the further adoption of all such measures as depended upon them for ensuring the effectual prevention of the contraband trade in Salt, and the Madras Government engaging to pay to the French Government, as an indemnification to the proprietors of the Saltpans, the sum of 4,000 star pagodas, or Sicca rupees 14,000 per annum, this payment being in addition to the compensation of 4,00,000 Sicca rupees, payable under the previous Convention of 1815. The British Government agreed also to furnish the supply of Salt required for the consumption of the French Settlements in India, at prime cost, the French Government engaging, as before, to sell their supply at prices nearly the same as the monopoly rates.

Third Convention, in renewal of the second Convention.

591. The foregoing Convention was renewed by a third Convention between the Governments of Madras and Pondicherry, signed at Pondicherry on the 1st of June, 1837, and ratified on the 18th of July following. By this Convention, it was further agreed that the expenses incurred for the transport of the Salt supplied for the consumption of the French Settlements should be borne equally, as heretofore, by the two Governments, and that it should be optional with either Government to withdraw from this third Convention on giving 12 months' previous notice. The effect of the withdrawal would obviously be a reversion to all the terms of the original Convention of 1815.

Quantity of Salt supplied to the French Settlements under the second and third conventions, at prime cost.

592. The quantity of Salt supplied to the French Settlements in the Madras Presidency, under the second and third Conventions in each year from 1822-23 to 1852-53, will be found in a Statement* in

* Appendix L, Column 9.

the Appendix. The average annual shipments and the prices have been as follows :—

	Maunds.	Price per Garce.
From Rajahmundry to Yanam.. ..	1,560	6 rupees.
„ South Arcot to Pondicherry ..	30,000	8 and 14½ rupees.
„ Tanjore to Karical	12,500	13 rupees.
„ Malabar to Mahé	1,000	At the rate paid in Malabar for the Bombay Salt purchased by the Government for the service of the monopoly.
Total	45,000	

Salt used in the French Settlements for curing fish subject to the monopoly price.

593. In 1846, some of the Salt supplied to the French Authorities at Mahé was furnished by them to parties engaged in curing fish for export, who thus evaded the Madras Monopoly and Export Duties. This was objected to by the Madras Government, and it was ultimately arranged that the Salt so used should be accounted for to the British Government at the monopoly rates, including carriage.

The payment under the first Convention charged entirely against the Bengal Salt Revenue. The payment under the second and third Conventions charged against the Madras Salt Revenue.

594. It is to be observed, that the French Government have never held any possessions in the Bengal Presidency where Salt could be manufactured, either on the coast of Orissa or elsewhere. Its possessions on that coast have been confined to the portion of it which is attached to the Madras Presidency, the Settlement of Yanaon, or Yanam, being situated on the Orissa Coast of the Rajahmundry District. It is true that the French held a lodge, or "comptoir," at Balasore, on the Bengal Coast of Orissa, a "comptoir" being the name given to a factory, or isolated establishment, where France had the right to have her flag flying, and to form factories, &c. This, however, was always a nominal possession, was abandoned in 1830, and never afforded the means of manufacturing Salt. Notwithstanding this, by an unaccountable anomaly, as it appears to me, the whole compensation of 4,00,000 Sicca rupees, paid to the French Government under the first Convention of 1815, has always been, and still is, charged against the Bengal Salt Revenue, and no portion of it against the Madras Salt Revenue. On the other hand, the sum of Sicca rupees 14,000 paid under the Convention in 1837, for the suppression of the manufacture in the French Settlements, is, and has always been, (and properly so) a charge on the Madras Salt Revenue.

Salt account for the latest year, 1852-53.
Receipts into store. and total stock.

595. According to a Statement* in the Appendix, the stock of Salt on hand in the Presidency at the commencement of the year 1852-53, the latest year to which the Statement extends, was 37,13,921 maunds, and the quantity manufactured during the year amounted to 58,63,108 maunds, giving a total stock for the year of 95,77,029 maunds. The quantity exhibited as manufactured includes, I presume, the importations from Goa and Bombay, amounting, as shown in paragraph 588, to 4,87,414 maunds, which being deducted from that quantity leaves 53,75,694† maunds, as the quantity produced in the Presidency. This quantity is a little more than a lac of maunds in excess of the quantity brought out as the Home produce in paragraph 558, which was obtained from the detailed Returns of the Collectors exhibited in Appendix B (Enclosure No. 9). The difference is of no importance in the present examination.

* Appendix L. Columns 2, 3, and 4.

	Maunds.
† Total receipts	58,63,108
Deduct Importations	4,87,414
Home Produce ..	53,75,694

Deliveries and their distribution.

596. The total deliveries of the year, including the wastage belonging to them, amounted to 53,82,255 maunds, distributed as follows :*—

	Maunds.	Maunds.
For consumption in the district of sale, Appendix B, (Enclosure No. 19)	23,66,353	
For consumption in other districts of the Presidency, ditto	10,28,793	
Total deliveries for consumption in the Presidency ..		33,95,146
For inland consumption beyond the limits of the Presidency, exclusive of the French Settlements, Appendix B, (Enclosure No. 19)	17,41,440	
For the consumption of the French Settlements, ditto and Appendix L, Column 9..	58,128	
Total deliveries for inland consumption beyond the limits of the Presidency	..	17,99,568
For exportation by sea on Bengal Indents, Appendix L, Column 10	79,466	
Ditto on private account ditto, Column 11	12,600	
Total deliveries for exportation by sea, ditto, Column 12, Appendix B, (Enclosure No. 19)	..	92,066
Wastage on the deliveries, Appendix L, Column 13		95,475
Total deliveries, Appendix L, Column 14		53,82,255

Remarks on the distribution.

597. The distribution has been derived partly from Appendix B (Enclosure No. 19), in which the details will be found for each district, and partly from Appendix L, the entries in columns 5 to 7 of the latter not sufficiently distinguishing the deliveries for Home and Inland foreign consumption, respectively. The distribution, however, as regards those deliveries, is not to be depended upon. It is formed entirely upon the statements of the purchasers when taking out their Rowannahs or Passes; but Salt merchants, to gain time, often take out a Rowannah for a distant district of the Presidency, and sell their Salt, *en route* in the same or some nearer district; or they take out a Pass for a place beyond the limits of the Presidency, and sell their Salt, *en route*, within the Presidency. Under these circumstances, the quantities exhibited as delivered for consumption in the several districts of the Presidency, may be, in the case of some districts, very much below, and, in other cases, very much above, the quantities of licit Salt actually consumed in them. On the other hand, it may be presumed, that the total quantity delivered for consumption in all the districts, either represents, pretty nearly, the actual consumption of licit Salt within the Presidency, or a less amount than the quantity actually consumed; for, though Salt taken out for places beyond the Presidency might often be sold, *en route*, within its limits, it would seldom happen that Salt taken out for places within the Presidency would be carried beyond it.

Balance of Stock.

598. The total deliveries of the year were less than the total receipts of the year by 4,80,853 maunds,† and being deducted from the total stock, left a balance in store at the end of the year of 41,94,774 maunds,‡ or less than a year's consumption by 11,87,481 maunds.§

* Appendix L., Column 14.

	Maunds.
† Receipts	58,63,108
Deliveries	53,82,255
Excess Receipts ..	4,80,853
	Maunds.
‡ Total Stock	95,77,029
Deliveries	53,82,255
Balance in Store ..	41,94,774
	Maunds.
§ Deliveries	53,82,255
Balance in Store	41,94,774
Excess Deliveries ..	11,87,481

599. The total cash receipts amounted to 49,94,124* rupees, which gives less than the monopoly rate of 1 rupee per maund on the deliveries, amounting, exclusive of wastage, to 52,86,780 maunds,† because the salt supplied for the consumption of the French settlements, for exportation by sea, and at certain depôts along the Cochin frontier, was sold either at prime cost, or at rates considerably below the monopoly price. Gross cash receipts.

600. The total disbursements of the year, of all descriptions, exclusive of recoverable advances, amounted to rupees, 7,04,359,‡ which may be distributed between the charges of manufacture, or cost price of the Salt to Government, and the charges of collecting and protecting the Revenue, approximately, as follows:— Charges and their distribution.

	Rupees.	Rupees.
Coodeewarum, or price paid to the manufacturers for their Salt	3,12,529	
Price paid for Salt purchased from Bombay	1,40,848	
Repairs, thatching, measuring, &c.	1,315	
Hire of Boats	13,506	
Total charges of manufacture, or cost price of the Salt to Government		4,68,198
Fixed Establishment	1,42,003	
Extra Sibbendy, or corps of Peons (in Canara)	3,007	
Extra charges (including temporary Establishments), and Saderwared (petty incidental charges)	59,774	
Roossooms, or Perquisites	4,638	
Compensation for abolished pans	2,215	
Indemnification to the French	21,000	
Shipping charges of Salt sold for exportation	3,386	
Other charges of Export	138	
Total charges of collection and prevention		2,36,161
Total of all charges		7,04,359

601. The charges for each district in detail will be found in Appendix B (Enclosure No. 16). The distribution exhibited in Appendix M, does not altogether correspond with them, and was probably not adjusted with the same attention to accuracy. No portion of the salaries of the Collectors, or their assistants, is included in the charges, though a small proportion ought perhaps to be debited, rateably, both to the cost of manufacture, and the charges of collecting and protecting the revenue. The cost price to Government of the Salt lost by wastage should also be charged to the cost of manufacture. Remarks on the same.

602. Deducting the cost price of the Salt, as above obtained, from the total receipts, there remains a net profit to the Government, or gross Salt Revenue, of rupees 45,25,926,§ and deducting from this the charges of collecting and protecting the Revenue, also as above obtained, there remains a net Salt Revenue of rupees, 42,89,765.§ Net profits to the Government, or gross Salt Revenue.

603. The total net profit, calculated on the total deliveries, gives an average profit of a little less than 13½‖ annas per maund, and the average profit obtained on this principle of calculation would represent Average net profit per maund of Salt.

* Appendix, Column 15.

	Maunds.
† Total Deliveries	53,82,255
Deduct Wastage (Column 13) ..	95,475
	52,86,780

‡ Column 16.

	Rupees.
§ Total Receipts	49,94,124
Deduct cost price	4,68,198
Net profit or gross Salt Revenue	45,25,926
Deduct charges of collection	2,36,161
Net Salt Revenue (Column 17) ..	42,89,765

‖ Obtained by dividing rupees 45,25,920, the total net profit, by maunds 53,82,255. the total deliveries.

the uniform rate, per maund, of import customs leviable on all Foreign Salt, in order to put it on an equality with the manufactured Salt of the Presidency.

Average cost to Government (including all charges) per 100 maunds of Salt.

604. The total of all charges, calculated on the total produce, gives about, rupees 12* per 100 maunds, as the average total cost of the Salt to Government, and the total cost obtained on this principle of calculation would represent the uniform price chargeable on all Salt sold for exportation by sea.

Average cost of manufacture alone, or cost price to Government, per garce and maund of Salt.

605. The total charges of manufacture alone, calculated on the total produce, give about rupees, $9\frac{1}{2}$† per garce of 120 maunds or about $1\frac{1}{4}$ anna per maund, as the average cost price of the Salt to Government.

Percentage cost of management.

606. The charges of management, that is, of collecting and protecting the Revenue, amount to about $5\frac{1}{4}$ per cent. on the net profit to Government, or gross Revenue; and to about $5\frac{1}{2}$‡ per cent. on the net Revenue; while the cost of Excise management in the Bombay Presidency, amounted, for the same year, as has been seen,§ to $8\frac{2}{3}$ per cent. on the gross collections; but, upon an accurate adjustment of the charges which should be debited to Revenue, including the omitted items alluded to in paragraph 601, the cost of management in the Madras Presidency would probably be found to be not less than 6 per cent. on the gross Revenue.

The charges reviewed in the foregoing paragraphs do not necessarily represent the actual expenses of the year.

607. It is, however, to be borne in mind, in reviewing statements of the present kind, that, though they exhibit the disbursements of the year, these do not necessarily represent the charges actually belonging to the year. For instance, the amount charged as the price paid for the Salt produced at home, and purchased from Bombay may not be, strictly, the exact price of the Salt received in the year. It may, to some extent, represent the price disbursed in the year for Salt received in a previous year, and include only the disbursed portion of the price payable for the Salt of the year, which may not be the whole price payable. And so with the other items constituting the charges of manufacture.

608. In the same way, the charges for establishment, compensations, roossooms, indemnification to the French, and the other items constituting the charges of collection, may not represent the actual expenses of the year on those several accounts, but the disbursements made in the year under those heads, in part only for the year of account, and partly for a previous year. For instance, the amount of the annual indemnification, payable to the French is 14,000 rupees, but the amount charged in the year under examination (1262 Fusly), was 21,000 rupees; a half-year's payment, on account of the previous or following year, having been disbursed, and therefore charged, in the year above mentioned. Accordingly, in the previous year (1261) the amount charged was only rupees 7,000,‖ while in the year before that (1260) it was, as in the following year (1262), rupees 21,000.‖

But they probably approximate with sufficient closeness to the amounts actually payable under each head.

609. It may be presumed, however, that, taking one year with another, the charge disbursed under each head, in any year, represents with sufficient approximation the actual expense of the year under that head. A closer approximation might be obtained by taking the average of the expenses under each head for a series of years, and, in the present instance, the calculations might have been founded on the average of the results exhibited in the statements given in the

* Obtained by dividing rupees 7,04,359, the total of all charges, by maunds 58,631, the equivalent in hundreds of 58,63,108 maunds, the total produce.

† Obtained by dividing rupees 4,68,198, the total cost of manufacture, by 48,859 garces, the equivalent of 58,63,108 maunds, the total produce.

‡ Obtained by charging rupees 2,36,161, on rupees 45,25,926 net profit, and rupees 42,89,765 net Revenue, respectively.

§ Paragraphs 319 and 353.

‖ Appendix B, (Enclosures Nos. 14 to 16).

Appendix* for the three years from 1260 to 1262, in place of being derived from the statement for the latter year only; but the charges for 1262, on the whole, and, separately, for the expenses of manufacture and collection, respectively, as well as for most of the items under each of these heads, exceed the averages, according to the same classification, of the above-mentioned three years; and it seemed desirable, in considering the charges, to take the highest amounts.

SECTION II.

ON THE PRACTICABILITY OF SUBSTITUTING, FOR THE MONOPOLY, A SYSTEM OF EXCISE UPON THE MANUFACTURE.

The Salt monopoly in the Madras Presidency not open to much practical objection; its precise value to the Government. The question to be determined in considering the practicability of substituting an Excise.

610. Regarded simply as a plan for the realization of an indispensable Revenue, the Salt monopoly under the Madras Presidency, as at present constituted, does not, it must be admitted, afford much room for practical objection. Salt, of good quality, is abundantly supplied by the Government at a moderate fixed price, and the Revenue is easily and cheaply collected; the exportation of Salt by sea is now free from duty and all restrictions; and all Foreign Salt is admitted to competition with the home-made article on terms of perfect equality. Only the manufacture and first sale of the Salt are a Government monopoly. This is so far objectionable that a Government monopoly in a great article of consumption, in any form or degree, and any participation of a Government in the business of a trader, are such deviations from true principle, as cannot fail to be productive, directly or indirectly, of evil consequences; but the price of the Salt being fixed, the Government possess no power of deriving a profit from the exclusive manufacture which they might not equally exercise under a free manufacture, and are only interested in maintaining the monopoly on the consideration that the same amount of Revenue could not be raised so cheaply, and with so little inconvenience to the community, in any other manner. Whether this plea for continuing the monopoly is, or is not, well founded, appears to me to constitute the whole question to be determined in considering the practicability of substituting a system of Excise upon the manufacture.

The evidence and opinions afforded by the official documents relating to the subject examined.

611. In the Appendix† will be found a collection of all the official correspondence and papers, from the earliest to the latest period, relating to, or bearing upon, the question of the comparative merits of the two systems of Monopoly and Excise, in their application to the manufacture of Salt in the Madras Presidency, together with the Parliamentary Papers relating to the same question; and I proceed, in the first place, to a brief, but sufficient, examination of the evidence and opinions afforded by these documents.

When the question of introducing a monopoly was first considered, a majority of the collectors and of the Board of Revenue pronounced against it, and in favour of excising the manufacture.

612. The first notable fact is, that when the question of introducing a Salt monopoly in the Madras Presidency, similar to that which prevailed in Bengal, was first considered, and it may be presumed closely examined in all its bearings, a majority of the local Collectors and of the Board of the Revenue pronounced against a monopoly, and in favour of excising the manufacture. Of the Collectors who preferred a monopoly, not one gave as a reason, or seemed to entertain the opinion, that there would be greater difficulty or expense in realizing an equal Revenue under a system of Excise. One of them, the Collector of Rajahmundry,‡ observed, "I have but one objection to the imposition of a Duty, which, if it can be obviated, will render that plan the better, inasmuch as it is equally profitable, more simple, and less expensive. My objection is, that it leaves the poorer class of

* Appendix B, (Enclosures Nos. 14 to 16).

† Appendix E. Appendix E, No. 3.

inhabitants in the interior of the country at the mercy of the richer in an article indispensably necessary to their existence." But this objection was obviously only tenable on the supposition that the Government, in instituting a monopoly, would not confine their sales to the pans, but would establish depôts or warehouses for the sale of Salt throughout the interior of the country. This, however, the Government did not do, and did not propose to do. The only objection which went at all to the point was raised by the Collector of Madura,* who represented, with respect to that district, that the owners of the Saltpans were indigent Ryots, and that their "want of funds to prosecute the manufacture would either cause them to relinquish the pursuit, or the cultivation would be continued on so confined a scale, that the price of Salt must of course rise in proportion to the yearly decrease of the produce, and to the incalculable injury and distress of the poor." This ground of objection will be examined in the sequel in its relation, not to a particular district, but to the whole question.

The Board of Revenue submitted the Draft of an Excise Law to the Government, and recommended its adoption, on the ground that an Excise would, equally with a monopoly, be productive of Revenue, while it would remove many objections.

613. The Board of Revenue,† while they saw no superiority in a monopoly, were, on the other hand, of opinion that many objections would be removed by levying an Excise Duty on the manufacture equal to the intended monopoly profit. In particular, the interference with hereditary privileges enjoyed by Meerassidars, which the introduction of a monopoly would render necessary, was considered to present a great difficulty, and a very serious objection to the measure. Upon the conviction, therefore, that the levy of a duty was preferable to the establishment of a monopoly, the Board prepared and submitted to the Government the draft of a Regulation‡ upon the former principle, which, equally with a monopoly, they said, would be productive of Revenue, while it removed embarrassments and left the manufacture, and sales to be conducted in the manner they had hitherto been without any infringement of individual rights.

Dissent of Mr. Falconar, a member of the Board of Revenue, and his reasons for preferring a monopoly to an Excise.

614. Mr. Falconar, the dissentient member of the Board of Revenue, in advocating a close monopoly in preference to leaving the manufacture free, objected that the establishment of a monopoly, besides being sanctioned by the advice, and corroborated by the example of Bengal, seemed to be the only efficient mode of deriving an increased Revenue from Salt. His argument apparently was, that, if the manufacture were free, the quantity produced would continue greatly to exceed the demand, and that in proportion to the excess prepared, would smuggling be facilitated, the duties eluded, and the Revenue impaired. I can find nothing more definite or pertinent than this, in his long Minute,§ to show why a system of Excise, leaving the manufacture and sale free, should be a less efficient mode of raising a Revenue than a monopoly limiting the manufacture and restricting the freedom of sale.

The Madras Government blindly adopted the plan of a monopoly, without examining or bringing under consideration the Excise proposition of the Board of Revenue.

615. The monopoly was not preferred by the Government‖ of Madras, to the Excise plan recommended by the Board of Revenue, upon its merits, or upon any examination of the question, but was blindly adopted simply because the Supreme Government had prescribed the establishment of a monopoly. This blind obedience would seem however to have been quite unsuited to the occasion. The Supreme Government specified a monopoly because that was the method of realizing a Revenue from Salt which prevailed in Bengal, and on the supposition that the same method would be equally appropriate for the Madras Presidency; but the manufacture in that Presidency being totally different in all its circumstances, and this difference having induced the Board of Revenue to recommend another and, as they thought, a more suitable plan, the Madras Government ought, obviously, to have given the Board's proposition their best attention, and to have brought it fully and fairly under the consideration of the Supreme Government. This, however, as far as appears, they did not do.

* Appendix E, No. 5.
† Appendix E, No. 10.
‡ Appendix E, No. 11.
§ Appendix E, No. 12.
‖ Appendix E, No. 13.

616. The Excise Law drafted by the Board of Revenue in 1804, appears to have been framed in all respects upon correct principles. The manufacture and sale of Salt were to be left as far as possible free; the established duty was to be levied on earth, as well as sea, Salt; Salt exported by sea was to be exempted from duty; and all Foreign Salt was to be admitted at the same rate of Customs as the Excise Duty.

The Draft Excise Law of the Board of Revenue appears to have been framed on correct principles.

617. The next notable fact is, that the present Board of Revenue, after the monopoly has been 50 years in operation, fully admit the practicability of substituting a system of modified Excise. The Minute* of Mr. Goldingham, the second member, goes to show that the substitution would be at once easy and beneficial. Mr. Maltby, the third member, would prefer continuing the present system, if an option were allowed, but he objects to the change, as appears from his Minute,† not because it might not be possible to secure the same amount of net Revenue, with as little inconvenience, under a system of Excise, but for the following reasons, viz.; first, because the interest of the consumer will not be advanced; second, because the present system is generally satisfactory to the Meerassidars, or proprietors of the Saltpans, and because it will be necessary, if a change takes place, to re-open and readjust the claims of numerous holders of hereditary offices, and roosooms; third, because a mere alteration of system seems unadvisable in itself, on account of the difficulties and embarrassments by which it must at first be accompanied, and because any unavoidable change is to be especially deprecated when a large amount of Revenue is at stake, and the interests of the community are not advanced; fourth, because our Conventions with the French Government oppose obstacles to a change.

The present Board of Revenue admit the practicability of substituting an Excise.

618. All the Collectors of the Salt manufacturing districts, with the exception of Mr. J. H. Cochrane, the Collector of Chingleput, and Mr. F. N. Maltby, the Collector of Canara, object to the change. Their reports‡ are appended. It is clear from these reports, that the Collectors generally, having no knowledge of the system in operation in the Bombay Presidency, formed their opinions, not upon any defined plan of a modified form of Excise, but in ignorance of the extent to which the manufacture might be placed under restrictions, if not upon the supposition that it was to be left absolutely free.

The Collectors generally object to the substitution of an Excise.

619. The objections urged may be reduced to the following heads.

Their objections stated.

First. The present Meerassidars or proprietors of Saltpans would be injured.

Second. The price would not be reduced to the consumer.

Third. The supply would be deficient and uncertain.

Fourth. The quality of the Salt would deteriorate from the present standard.

Fifth. The injury to the Revenue from smuggling would be infinitely greater.

Sixth. The cost of collecting and protecting the Revenue would be inordinately increased.

Seventh. The inquisition of the Excise officers would be intolerable.

620. But the Board of Revenue do not consider these objections to be insuperable, and observe upon them as follows:—§

The Board of Revenue do not consider the objections of the Collectors insuperable.

"If the manufacture is limited to certain localities, the establishment necessary for preventive purposes will, it is expected, not increase in a larger proportion than the Revenue it is designed to protect. The above explanation disposes also of the objection to having an army of chowkeydars. There appears nothing in the system itself (independently of the extent of country where it prevails) to necessitate a heavier outlay in the way of establishment, than is now required under a monopoly.

"It is possible that, at first, till the system becomes understood, the supply might not be quite so plentiful as it is now, but this would rectify itself on the principle of the supply meeting the demand.

* Appendix E, No. 33. † Appendix E, No. 34.
‡ Appendix E, Nos. 19 to 32.
§ Appendix B, Paragraphs 203 to 207.

"The Meerassidars would, probably, be somewhat hampered at first, but the Government would be as ready to assist them as any other Ryots, as far as is consistent; and the objection is not one that should weigh much against other reasons.

"It might be necessary at first to make the change by degrees, but, eventually, the Government would participate as little in any Salt transactions as they do in Bombay or Calcutta.

"The Board are inclined to believe that Salt, manufactured by private parties under an Excise, would be quite as good as it is now; competition would induce this.

The Collector of Chingleput is altogether in favour of an Excise.

621. The Collector of Chingleput, Mr. J. H. Cochrane, argues altogether in favour of the practicability and the advantages of a system of Excise, which he seems to think might be substituted without any restrictions upon the freedom of manufacture, at no greater expense, and with very little change in the present details of management.*

The Collector of Canara is also in favour of an Excise, and first raised the question, with reference to that district, in 1851.

622. The Collector of Canara, Mr. F. N. Maltby, is of opinion that a system of modified Excise, by granting licences to manufacture Salt at stated localities, might, with great advantage, be substituted for the present system. The substitution, he observes, would be attended with difficulties, but not of an insuperable nature.† The question of throwing open the Salt manufacture in Canara, under Excise regulations, first forced itself upon Mr. Maltby's consideration in 1851,‡ and in a letter§ to the Board of Revenue, dated the 10th of November 1852, he reported fully upon it, showing the advantages of the measure, and how it might be carried out.

The evidence given before Parliament examined.

623. The evidence given before Parliament, remains to be noticed. I do not find that any has ever been taken on this question, with respect to the Madras Presidency, except before the Select Committee of the House of Commons in 1832. On that occasion, Mr. David Hill and Mr. Malcolm Lewin, both of the Madras Civil Service, were examined, and letters from Mr. Hill and Mr. Dalzell, also a member of the Madras Civil Service, were put in, in which their opinions on this question were stated.

Mr. David Hill's evidence and opinions.

624. Mr. David Hill, in his evidence‖ and in his letter,¶ expressed himself altogether in favour of the monopoly. He did not see what good end would be answered by substituting an Excise System, and had no idea that the same amount of Revenue could be raised from Salt in any other manner bearing less heavily upon the people, the proprietors of Saltpans, the traders in Salt, or the consumers of the article. There was no reduction in the price of manufacture, he stated, that could materially affect the selling price; therefore the benefit to the people in that respect would be trivial. Mr. Hill further objected that the change would be positively injurious to the consumers; but as these objections proceeded on the supposition that the manufacturers would be required to pay the Excise Duty before selling the article, which is not necessary, and is not contemplated, they need not be noticed.

Mr. Lewin's evidence.

625. Mr. Lewin, on the other hand, stated in his evidence** that it would be a great improvement to allow the manufacture to take place under an Excise Duty, inasmuch as it would certainly save a great expense in the establishments entertained at the Salt stores, and for the protection of the manufacture.

Mr. Dalzell's opinion.

626. Mr. Dalzell stated in his letter that†† it did not occur to him how the Revenue derived from the monopoly of the manufacture, and first sale of the Salt, could otherwise be realized with so little inconvenience to the community.

Absolute freedom of manufacture impracticable, but a modified form of Excise, similar to that which prevails in Bombay quite feasible.

627. It may at once be conceded that it is not practicable to render the manufacture of Salt absolutely free, under Excise Regulations, in the Madras Presidency, any more than it was found practi-

* Appendix E, No. 25.
‡ Appendix E, Nos. 15 and 16.
‖ Appendix E, No. 35.
** Appendix E, No. 35 A.
† Appendix E, No. 30.
§ Appendix E, No. 17.
¶ Appendix E, No. 36.
†† Appendix E, No. 36 A.

cable to do so in the Bombay Presidency, where, as has been seen,* the attempt was made and failed; but the feasibility of substituting, for present arrangements, a modified form of Excise, similar to that which now prevails in the Bombay Presidency, under which the Government would cease to be connected with the manufacture and sale of Salt, appears to me to admit of no question. The process of manufacture, the nature of the country in which it is carried on, and the constitution of the Salt Works, being identical in both Presidencies, there is no conceivable reason why a mode of collecting the Revenue which is effectual in the Bombay Presidency should not be equally effectual in the Madras Presidency.

628. But apart from this proof, it is impossible to understand, as already argued in the Bombay Part,† why, if the manufacture were restricted to stated localities, as it now is under the monopoly, the mere alteration of the manufacturers being left at liberty to make Salt in unlimited quantities, and to sell it to any person, instead of being tied down to make it in restricted quantities exclusively for the Government, the duty being taken at the time of the private sale, in place of the price at the time of the public sale, need be attended with any new or increased difficulties, inquisition, or expense in the protection and collection of the Revenue. Such an alteration, it is obvious, involves no new facilities for smuggling, and no new difficulties of collection; consequently the same description of agency, and the same strength of Establishments as have now to be employed in watching production and store, and in collecting the Revenue would be equally efficient, with no greater degree of inquisitorial interference, for precisely the same purposes, if the proposed free system were substituted for the present exclusive system. In fact, no material change in the details of local management, or in the general administrative system, would be needed.

In fact, the substitution of th Bombay system of Excise involves no material change in the details of local management, or in the general administrative system.

629. This is admitted, and illustrated in the memorandum of the Board of Revenue, in Mr. Goldingham's separate Minute, in Mr. Cochrane's Report, in Mr. E. Maltby's Report, and in Mr. F. N. Maltby's several communications.

This is shown by the Board of Revenue, Mr. Goldingham, Mr. Cochrane, Mr. E. Maltby, and Mr. F. N. Maltby.

The observations of the Board have been already quoted.‡

Mr. Goldingham writes:—

Mr. Goldingham's observations.§

"Under an Excise some degree of surveillance is necessary, and there seems little difficulty in substituting that system for the present monopoly."

He then shows, in juxta-position, the working of the monopoly, and what would be the working of a system of Excise, and makes the following, among other remarks, upon the comparison:—

"Supposing, then, that the Excise is levied at the time of sale, the only change, in passing the monopoly to an Excise, will be freedom of manufacture and freedom of sale; the details of management, such as watching the salt during its manufacture that it may not be clandestinely sold, and its custody on the platforms previous to sale, will be the same. The term monopoly will no longer exist. The system of administration, in many respects, will be the same."

Mr. Cochrane writes:—

Mr. Cochrane's observations.‖

"The unrestricted freedom of manufacture would only lead to the extension of the pans at the present Salt stations, and to the establishment of new pans at a few adjoining localities, all of which could conveniently be brought under the control of the same Establishment as at present employed to superintend the manufacture and sale of the article under the monopoly."

Again: "It will be necessary to consider the arrangements that should continue to be adopted for the prevention of smuggling under the proposed system; and as the abolishment of but few rules, as at present in force, appears to me desirable, it may not be out of place briefly to refer to the course now pursued to guard the public Revenue."

* See Paragraphs 351, 355, and 356.

† See Paragraph 328. ‡ See Paragraph 620.

§ Appendix E, No. 33. ‖ Appendix E, No. 25.

Having described this course, he writes—

"I am of opinion that the Excise should be levied at the place of manufacture on the quantity of the article ascertained to have been raised, and at a fixed amount per garce; and that the quantity and mode of manufacture should be left to the discretion of the producers. The other arrangements in force under the present monopoly, as above detailed, might, with slight modifications, be reasonably insisted on under the system of Excise now under contemplation."

And again—

"Under either system some thefts, it must be expected, will occur during the period of manufacture, while against the more serious evil of connivance of the Government servants in these frauds, the jealousy which will naturally exist in some degree between them and the manufacturers, the vigilance of the police employed serving as a preventive establishment, and the offer of rewards to them, and to the community at large for the detection of frauds, will operate as a combined check. The jealousy among the manufacturers must necessarily be greater under a system of general competition amongst private traders than under a Government monopoly. I have been induced to enter into these details more with the view of exhibiting the practicability of an Excise on Salt, than of laying down any definite rules for its introduction, which must eventually be determined on a reference to those in force at Bombay, where the system of Excise appears already to be in successful operation."

Mr. E. Maltby observes—

Mr. E. Maltby's observations.*

"In other respects the arrangements now prevailing agree closely with the Excise system of Bombay. There are the same establishments of servants to keep accounts of the Salt, and watch the pans and store-heaps to guard against smuggling. Passes or Rowannahs are given to protect the salt on its being sold, and the Government authorities are equally able to prevent the establishment of new Salt Works, or suppress those which are no longer required."

Mr. F. N. Maltby's observations.†

Mr. F. N. Maltby, in his letter of the 3rd of December, 1851, writes—

"The Excise which the Court of Directors state prevails in the Bombay and Bengal Presidencies, may, I think, be advantageously introduced into this district: at least I am not aware of any peculiarities in the manufacture of this district which renders this impracticable."

And in his letter‡ of the 10th of November, 1852, as follows—

"It does not appear to me that the system of Excise holds out any temptation to manufacture illicitly beyond that afforded by the present system. It seems to be the opinion of my native cutcherry that it does so, but I cannot see in what manner. The result depends upon the vigilance of those appointed to watch the manufacture. Our object now is to bring all that is manufactured to the Government store: the object then will be to bring all that is manufactured to the place where it is excised. All that is now smuggled out is worth 120 rupees: by the new system it will be worth only 100; so that on the whole the temptation is, I think, diminished, and the attention of the Government establishment will be concentrated on the one object of preventing the export of unexcised Salt.

"At present there is no doubt that much salt is clandestinely sold. So much is this the case that the Government sales fall off in proportion as the season is favourable for manufacture. I do not think that under an Excise there would be any greater opportunities for illicit sales."

Mr. Maltby does not go into any details on the question of establishment; but, as far as he notices the subject, his opinion seemsto be, that under a proper concentration of the manufacture, the expense on that account would not be increased, but is susceptible of being reduced.

* Appendix E, No. 26. † Appendix E, No. 16.
‡ Appendix E, No. 17.

630. On the other hand, the Collectors who object that the substitution of an Excise upon the manufacture would be attended with great risk to the Revenue from the increased facilities for smuggling, greater expense for establishments, and more vexatious interference on the part of a horde of untrustworthy excisemen, whose abuses of authority on the one hand, and connivance at frauds upon the Revenue on the other, it would be impossible to check, do not enter into any details to show in what way, or for what reasons, the change would be attended with these effects; having in fact formed their opinions, as already observed, without being precisely aware of the description of Excise scheme contemplated.

On the other hand, the Collectors who object do not show how an Excise would be attended with any new or increased risk, inquisition, or expense.

631. It may be urged that the cost of managing the Excise in Bombay is actually higher than the cost of managing the monopoly in Madras, inasmuch as the charges on the gross Revenue amount to nearly 8 per cent.* in the former Presidency, against something below $5\frac{1}{4}$ per cent.† in the latter; but the higher per centage in Bombay is caused, principally, by the expenses being charged against a lower amount of Revenue, the Revenue being lower chiefly because the average rate of duty levied on Bombay Salt is much below the average rate of profit realized on Madras Salt. The Bombay duty averages a little over $9\frac{1}{2}$ annas,‡ and the Madras profit a little under $13\frac{1}{2}$ annas,§ per maund, so that while the deliveries‖ of Salt in the Bombay Presidency are only about one-fifth less, the gross Revenue¶ is nearly one-half less than in the Madras Presidency. The rate of duty or profit being different in the two Presidencies; the cost of management ought, obviously, to be compared with reference to the quantity of Salt delivered, and not to the amount of gross Revenue collected in each. This being done, it will be found that, in proportion to the deliveries, the charges are scarcely higher in Bombay than in Madras; for if the deliveries of Madras Salt be rated at a profit, not of $13\frac{1}{2}$ annas, but at the Bombay profit of only $9\frac{1}{2}$ annas per maund, the gross Revenue is reduced from rupees 45,25,926 to rupees 31,95,714, and the rate of the charges** on the gross Revenue rises from a little below $5\frac{1}{4}$ to a little above $7\frac{3}{8}$ per cent., or to within $\frac{1}{2}$ per cent. of the Bombay rate; and *vice versâ*, if the Bombay deliveries be rated at a profit, not of $9\frac{1}{2}$ annas only, but at the higher Madras profit of $13\frac{1}{2}$ annas per maund, the gross Revenue rises from rupees 25,62,474 to rupees 36,14,767, and the rate of the charges†† on the gross Revenue is lowered from nearly 8 per cent. to a little over $5\frac{5}{8}$ per cent., or scarcely more than the Madras rate of about $5\frac{1}{4}$ per cent.

Comparative cost of managing the Excise in Bombay, and the Monopoly in Madras.

632. It is further to be borne in mind that proportions of the cost of the covenanted and uncovenanted European Agency, and of the frontier Customs' Establishments are included in the Bombay, but not in the Madras, charges.

Certain items are included in the Bombay, but not in the Madras charges.

633. Moreover, the cost of managing the Salt Excise in Bombay is greatly enhanced, as has been seen‡‡ by the scattered position of the works; but this is a cause of expense which is not chargeable to the system, for the same degree of concentration must, it is evident, be equally practicable under either system. In Bombay, when the Excise was introduced, no provision was made for concentrating the existing manufacture, which was found spread all over the country; on the contrary, the regulations first enacted, in leaving the manufacture altogether free,§§ were calculated to extend the evil dispersion.

Cost in Bombay greatly enhanced by the dispersion of the Works.

* See Paragraph 319. † See Paragraph 606.
‡ See Paragraph 319. § See Paragraph 603.

			Maunds.
‖ Bombay	..	(Paragraph 319)	.. 42,84,168
Madras	..	„ 596	.. 53,82,255
			Rupees.
¶ Bombay	..	(Paragraph 319)	.. 25,62,474
Madras	..	„ 602	.. 45,25,926

** Rupees 2,36,161, see Paragraph 600.
†† Rupees 2,03,995, see Paragraph 311.
‡‡ See Paragraph 353. §§ See Paragraph 355.

This absolute freedom of manufacture continued in operation for thirteen years; and it was not until the year 1850 that the authorities were empowered by law to place any restrictions in the way, either of prohibition or suppression, upon it.* In Madras, on the other hand, in establishing the monopoly the fullest power was reserved in the hands of the authorities of determining in what places Salt might be manufactured, and of suppressing the manufacture at any place;† so that it is probable that, in the fifty years which have since elapsed, very much, if not all, has been accomplished in the way of concentrating the works in the best localities.

The comprative efficiency of the Excise in Bombay, and the monopoly in Madras will be considered in the sequel.

634. Whether the Excise in Bombay is as effectual as the monopoly in Madras, in securing the Revenue, will best be considered in the sequel, when examining, in connection with the question of the rate of Duty, to what extent the Salt consumed in the latter Presidency is licitly or illicitly supplied.

The alleged probability of a deficient and uncertain supply from the want of capital considered.

635. It is objected that, from the general poverty of the manufacturers, it is probable that the supply would be deficient and uncertain, unless the Government continued to advance funds, as at present. Mr. Goldingham observes‡ that, "the manufacturers are poor, and unable at once to take the sale into their own hands, or to wait for a return to their labour and capital till the Salt is sold. Their poverty also sometimes requires that advances should be made to them previous to manufacture." He thinks it desirable, therefore, that it should be "left optional with the owners of the Salt on the platforms to sell it on their own account, or to make it over to Government after it is received into store, receiving from Government a fair value similar to the manufacturer's share, as at present." Mr. E. Maltby observes§ that the Meerassidars are seldom men of such capital as to be able to wait long for a return for their outlay and labour in making the Salt, and they would be apt to be alarmed at the novel responsibility of having to sell it themselves. Unless, therefore, precautions are taken to inspire them with confidence, such as making them occasional loans or advances on the security of the Salt, they might be discouraged at first from continuing the manufacture." The Board of Revenue collectively think, that, at first, the supply might not be quite so plentiful as it is now, and that the Meerassidars might require assistance, which, they conclude, the Government would be as ready to afford to them as to other ryots. Their observations are quoted in extenso at paragraph 620.

There seems no ground for apprehending that the application of capital to the manufacture of Salt, under a free system, will not be ample, or that the manufacturers will not be able to effect quick returns.

636. I see no reason to apprehend that, under a free system, there would not be found many individuals who would be willing to invest their capital in undertaking the supply of Salt. The same objection of the possibility of a deficient supply, in consequence of want of capital, was made prior to the introduction of the Excise in Bombay; but the supply, as has been seen,‖ has always been abundant in that Presidency, without the aid of any advances from the Government to the manufacturers. No large amount of individual capital would be required, as the particulars exhibited in the statement¶ noticed in paragraphs 555 and 556 serve to show. The Collector of Ganjam states,** "The outlay required for the manufacture of Salt is by no means large. It costs Government less than 7 rupees per garce, private individuals will produce it for less, so that a man of very moderate means could rent a pan producing, say 200 garce; and from what I can learn, there would soon be a great competition among renters for these pans." The Collector of Guntoor observes:†† "The Board are aware that the Ryots, who are engaged in the Salt manufacture in this province, are as well off as those who follow other pursuits, and many are also employed

* See Paragraph 351.
† See Clause 1, Section 5, Regulation I of 1805.
‡ Appendix E, No. 33, Paragraph 17.
§ Appendix E, No. 34, Paragraph 3.
‖ See Paragraph 399.
¶ Appendix D.
** Appendix E, No. 19 Paragraph 4
†† Appendix E, No. 23 Paragraph 3

in the cultivation of land, the Salt being manufactured at a season when their agricultural labours are suspended. Permission to make Salt s eagerly contended for, and the pans are generally saleable." And the Collector of Chingleput writes:* "Arguments might with greater reason be advanced against the system of unlimited manufacture as tending, on the other hand, to so great a reduction in profits as not to render it a matter of sufficient inducement to furnish the market with a sufficient supply of the article; but, as there is every reason to believe that the operations of the Salt Trade will be very extensive, I can see no grounds for giving these arguments any undue weight. The producers will be disposed to raise as much Salt as they can, as the cost of manufacture is trifling, and as they will not be called upon to pay the heavy duty on the article until they find purchasers to remove it from the stores, on what they consider profitable terms." Nor, as the Salt produced sells readily under the monopoly, can there be the least ground for apprehending that the manufacturers would not be able to effect quick returns under a free system. Moreover, the fact that for the manufacture, in the latest year 1852-53, or Fusly 1262, of 58,63,108 maunds, the advances made amounted to only 29,834 rupees, and that in the year 1850-51, or 1260 Fusly, the advances amounted to only 10,925 rupees, appears to me to afford coclusive proof that, even at present, under the monopoly, the manufacturers do not really require to be assisted, in any degree, with funds from the State purse to enable them to carry on their operations.

637. I am clearly of opinion, that in substituting a system of Excise for the present monopoly, the Government ought on no account to be left at liberty, even at first and for a time, to purchase Salt from the manufacturers for re-sale, as proposed by Mr. Goldingham, or to make loans or advances on the security of the Salt, as proposed by Mr. Maltby and the Board collectively. So far from assistance in either of these modes being necessary or desirable, it appears to me, that even now, under the monopoly, the system of making advances to the manufacturers from the Government Treasury might be, and ought to be, discontinued wholly. and at once.

Under the Excise system, the Government ought not to be at liberty, even at first, to purchase Salt for re-sale, or to supply funds on the security of the Salt; and the present system of advances ought to be discontinued wholly and at once.

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638. In forwarding the Bombay part of the Salt Report, and its Appendix, to the Government in November last, I fully expected to be able to dispatch the Madras part and its Appendix in time for its transmission to England from Calcutta by the first mail in December, and the last instalment, consisting of the Bengal part and its Appendix, to Bombay, in time for its transmission from thence to England by the first steamer in January. The Bombay part and its Appendix were dispatched from Calcutta by the second mail in November; the first section of the Madras part, together with the entire Appendix of that part, by the first mail in December; and the Bengal Appendix complete by the second mail in that month; but I was prevented by ill health from completing the remainder of the Madras and Bengal parts so as to dispatch it to Bombay in time for its transmission to England from thence by the first mail in this month; and, from the same cause, I have since been able to make only very slow progress with this remainder. I have therefore thought it better, in the present state of my health, and as the Report is urgently called for by the Home authorities, to dispatch the concluding portion, in some shape, by the mail from Bombay of the 2nd proximo, rather than incur any further delay.

639. With this view I proceed to close the Report temporarily, at once, from the point to which it has here been transcribed, with the expression of my naked opinions on the remaining essential questions, leaving its more elaborate completion, upon the plan of the preceding

* Appendix E, No. 25, Paragraph 10.

portion, to be supplied hereafter, as quickly as the state of my health may permit.

Madras—Excise.

640. First, as regards the Madras Presidency. The transition from the Monopoly arrangements to a system of Excise upon the manufacture will require to be effected gradually. The Bombay plan should be generally followed. The details may, properly and safely, be left to the Board of Revenue, who fully admit the practicability of the change, and are quite prepared to carry it out. In the Districts of Malabar and Canara, the Excise system might be introduced at once, Salt being purchased from Bombay for the supply of both districts, to such extent as might be necessary, until the demand was fully met by private importations of foreign Salt, or by the Excised manufacture of the two districts, or from both sources combined.

Earth Salt.

641 The simple solution of the difficulties relating to Earth Salt appears to me to be to Excise the manufacture, imposing the same rate of Duty upon that Salt as upon Sea Salt, as was provided by the Excise Law drafted by the Board of Revenue in 1804. (See paragraph 616.)

Swamp or spontaneous Salt.

642. Arrangements should be made for turning the Salt spontaneously produced in marshy swamps to greater account, by renting out the swamps under Excise regulations, in place of destroying their produce.

Drawbacks and Depôts.

643. It has been from time to time a question whether the pressure of the high monopoly price on the inland population ought not to be lightened, either by the allowance of a drawback on Salt conveyed a certain distance into the interior, or by the establishment of Government depôts in various parts of the country, at which Salt should be sold at the regular Government price. The subject is noticed in paragraphs 188 to 197 of the Memorandum* of the Board of Revenue. I entirely agree in the objections there taken to both these measures. I can recognise no title that the inland population have to be relieved from the natural consequences of situation by special arrangements in their favour. Transit charges, interest on capital, slower returns, insurance against loss, and wastage for longer distances, are charges that necessarily fall on the more remote consumers; and on what principle the Government should interfere to relieve them from these unavoidable consequences of position, I am wholly at a loss to comprehend.

Exportation of Salt by sea.

644. The exportation of Salt by sea is now very properly free from duty and all restrictions. Salt for exportation is, however, available only at certain places, and is everywhere sold at the uniform price of 15 rupees the 100 maunds, that being its actual average cost to the Government, including shipping charges; but this price barely covers the cost of manufacture and shipping charges in some places, while, in other places, it is in excess of that cost. I am of opinion that while the monopoly lasts, Salt should be made available for private exportation by sea wherever it is manufactured, and not at one average price for the whole Presidency, but at its actual cost at each place. In like manner, Salt required for the service of the Bengal monopoly should be debited to that Presidency at its actual cost at the place from whence it may be supplied, its conveyance being separately contracted for, or effected by taking up vessels for the purpose.

Importation of Foreign Salt.

645. The principle at present observed in the treatment of Foreign Salt is to admit all such Salt to equal competition with the home-made article, the Import Duty being fixed at twelve annas the maund, because that rate represents the average net profit, per maund, accruing on the monopoly sales. The above rate is, however, on the Coromandel Coast, unduly favourable to the importer, to the prejudice of the home manufacturer, and in order to a greater equality between the rate of duty and the net profit in some places, while the monopoly lasts, it appears to me that, instead of striking one average of net

* Appendix B.

profit for the whole Presidency, an average should be taken for each Salt-producing District, or, at all events, separate averages for the Coromandel and Malabar Coasts, various rates of Import Duty being fixed to correspond with those averages.

Rate of Duty.

646. The average net profit at present accruing on the monopoly sales is, on the Salt of the Coromandel Coast, a little over fourteen annas per maund,* but, taking the sales of the whole Presidency, the net profit is reduced to about twelve annas per maund,† and I am of opinion that the Excise Duty should be fixed at this latter rate, viz., twelve annas per maund to correspond with the rate which prevails in the Bombay Presidency.

Bengal—Excise.

647. With respect to Bengal, I entirely agree with the Board of Revenue ‡ that it is quite impracticable to render the manufacture of Salt absolutely free to all persons under Excise Regulations, but that the gradual substitution, for present arrangements, of a system of modified Excise, upon the principle of granting licences to private persons to manufacture Salt, according to the native or any other method, at stated localities, is perfectly feasible, and that such a system might be eventually extended, so as, in course of time, to admit of the Government withdrawing altogether from any direct interference with the manufacture.

648. The arguments which have been adduced in the Madras part of the Report,§ in favour of the practicability of a change from Monopoly to Excise in that Presidency, apply, generally, with equal force, to prove the practicability of a similar change in the Bengal Presidency.

649. The preponderance of the public evidence, and the strength of the controversial arguments, on the question,‖ appear to me to be greatly on the side of the change, while the objections of Mr. Parker,¶ and others who take the same view as that gentleman, apply rather to a system of absolute freedom of manufacture, under Excise Regulations, than to a sytem of modified Excise, such as is proposed.

650. It has for years (since August 1847) been open to any one to engage in the manufacture of salt, according to the English method under Excise Regulations. The only remaining question is, whether it is possible to introduce any system of Excise effectively where the common native process of manufacture is adopted. This question is now in course of practical solution. The Bengal Government with the full concurrence of the Government of India, sanctioned, in September 1854, a set of rules for granting licences to parties desirous of engaging in the manufacture of Salt, upon any method, under an Excise system; so that, in fact, in Bengal, a system, of excise has been in course of substitution for the monopoly arrangements for more than a year past. The whole correspondence on the subject will be found in the appendix,** and it appears to me that all that is necessary is to push on the present scheme through all the Salt-producing districts, as far as it depends upon the authorities to do so.

Rate of Duty.

651. I am of opinion that the duty should at once be lowered from its present amount of 2 rupees, 8 annas, to 2 rupees per maund, the rate which prevails in the North Western Provinces, the special additional duty of 8 annas, levied on the Allahabad line of those Provinces, for the protection of the Bengal Revenue, being of course discontinued at the same time. I entirely agree with the Board of

* See Paragraph 549. † See Paragraph 587.
‡ See Appendix A, No. 2, Paragraphs 2 to 6.
§ See Paragraph 628.
‖ See Appendices D, E, and F. ¶ See Appendix E, No. 8
** Appendix G.

Revenue,* that, by so considerable a reduction, there would be a much greater probability of the price being at once reduced to the consumer, and a stimulus in consequence given to consumption, than if only a 4 annas abatement were made, as heretofore. I am not at all sure that it might not be ultimately and speedily beneficial to the Revenue, if the rate throughout the Bengal Presidency and the Punjab, were at once reduced to rupees, 1 : 8 per maund, being double the rate prevailing in the Bombay and Madras Presidencies.

I have the honour to be,
Sir,
Your most obedient Servant,
GEO. PLOWDEN,
Commissioner on Salt.

Nagpore, January 30, 1856.

To The
Secretary to the Government of India.

* Appendix K, No. 1.

CONCLUSION

OF

THE COMMISSIONER'S REPORT

ON THE

MANUFACTURE, SALE, AND TAX ON

SALT

IN BRITISH INDIA;

IN CONTINUATION OF THE REPORT LAID BEFORE PARLIAMENT, BY HER MAJESTY'S COMMAND, ON THE 24TH OF APRIL, 1856.

Presented to both Houses of Parliament by Command of Her Majesty.
July 29, 1856.

LONDON:
PRINTED BY HARRISON AND SONS.

2084 IV

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4. The same in Canara, the monopoly manufacture being relinquished.
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6. Swamp-salt to be brought under excise regulations.
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SECTION X.

Recapitulation.

Summary of the conclusions arrived at in the foregoing sections 1,015

1. *Bengal.* The reopening of the eastern portion of the agency of the twenty-four pergunnahs does not interfere with the Excise experiment in progress in the western portion.
2. Under a system of private manufacture the supply of salt would not be deranged.
3. Nor would a few capitalists obtain a monopoly.
4. Nor need there be more evasion of the tax.
5. Nor, under a *regulated* Excise, need the preventive system be more expensive, or more vexatious, than at present.
6. It is not practicable to render the manufacture and sale of salt in Bengal absolutely free.
7. A system of modified Excise is perfectly feasible.
8. The Excise system commenced in the twenty-four pergunnahs, should be extended gradually, as speculators become prepared to take the field.
9. At the present moment the Government have done all that can be done to encourage private manufacture, without incurring the risk of a dearth of salt.
10. The agency establishments should be revised, and the pay of the native officers employed in superintending the manufacture increased.
11. In Tumlook, and the Province of Cuttack, the preventive agency should be separated from the manufacturing agency, as elsewhere.
12. The preventive force should be concentrated in greater strength in the neighbourhood of the Government manufacture, and the guarded tract might be still further limited.
13. The practice of indorsing rowannahs might be entirely abandoned.
14. The pay of the subordinate officers of the preventive establishment should be raised.

Paragraphs

15. Under the proposed system of Excise, probably no great change will be practicable in the preventive arrangements.
16. The system of retail and local sales at reduced prices, should be abandoned at once.
17. The wholesale prices of Government salt are adjusted with as much accuracy as is possible.
18. One general price should be fixed for all kinds of salt conveyed for sale to the Sulkea depôt.
19. The present bonding rules give full satisfaction.
20. The treatment and condition of the Molunghees are open to no objection.
21. Nor, under the proposed system of Excise, do the Molunghees need to be specially protected.
22. The laws for the protection of the Salt Revenue do not operate with undue severity.
23. The Salt Tax is the only tax which labourers in India are *obliged* to pay.
24. Salt is *not* the only condiment an Indian labourer consumes with his food.
25. The Indian labourer lives under a less burdensome fiscal system than the English labourer.
26. No less objectionable tax than the Salt Tax can be pointed out.
27. The Salt Tax, even at its present high rate in Bengal, is not "a heavy and grievous burden" to the labouring man.
28. At the same time, the tax is positively too high.
29. The tax should be reduced 8 annas per maund, if at all.
30. The Select Committee of 1836 did not intend to recommend that the Salt Revenue should be kept down to a fixed amount.
31. The rate of duty should be reduced at once to 2 rupees per maund, if the finances can bear the loss which the measure would cause for several years to come.
32. In time, the rate of duty might be reduced, throughout the Bengal Presidency and the Punjab, to 1 rupee 8 annas per maund.
33. *Arracan.*—The extension of the Salt Tax to Arracan not expedient at present.
34. The private exportation of salt from Arracan to the eastern districts of Bengal should not be allowed, except from a Government depôt.
35. Nor to Calcutta, by way of the Soonderbuns.
36. But private exportation to Calcutta, by the sea route, should be freely permitted.
37. *Tenasserim and Martaban Provinces.*—The Salt Tax should not be relinquished in these Provinces.
38. The rate of Excise should be raised to 8 annas per earthen pot.
39. On export by sea a drawback should be allowed. On import, Customs should be levied at the Excise rate.
40. *Pegu.*—In Pegu a drawback should be allowed on salt exported by sea.
41. No Customs duty should be levied on the exportation of salt by land.
42. The Customs duty on imported salt should be reduced to the Excise rate.
43. *North-Western Provinces.*—The Lieutenant-Governor's Notification of the 9th of May, 1855, in so far as it affects the Saugor and Nerbudda territories, appears to want authority.
44. The Salt Tax in the North-Western Provinces is not burdensome to the labouring man.
45. Not half the salt consumed pays the tax.
46. The salt laws of the North-Western Provinces should be extended to Oude.
47. A very marked improvement should now take place in the collections from salt in the North-Western Provinces.
48. Eventually the customs on sugar and cotton should be abolished.
49. The abolition of the Allahabad Customs' line depends upon the reduction of the Bengal duty to 2 rupees per maund.
50. The saving by the abolition of the Allahabad line might be expended in strengthening the new line on the western frontier.
51. *Punjab.*—No better system could be established in the Punjab.
52. Nothing would be gained by allowing private manufacture.
53. It is a question whether the price of salt at the mines should not be raised to 2 rupees 2 annas per maund.
54. The Salt Tax does not press severely on the labouring man.
55. The sales at present are in low proportion to the population.
56. The causes of this disproportion should be investigated and cured.

SECTION XI.

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Page xiv.	*For*, Average charge per maund made for salt put on board export vessels. Rates of shipping charges	581
	Read, Average charge per 100 maunds made for salt put on board export vessels. Rates of shipping charges	581

G. PLOWDEN, *Commissioner.*

Report by G. Plowden, Esq., Commissioner of Inquiry on Salt, continued from page 119 of the Report laid before Parliament, April 24, 1856.

638. IT is not necessary that I should elaborate the details of the Excise system to be substituted, or enter into particulars of the mode of introducing it. These details may properly and safely be left to the Board of Revenue, who fully admit the practicability of the substitution, and are quite prepared to carry it out. It is sufficient to observe, generally, that the existing system should be assimilated to the system in force in the Bombay Presidency, which, as has been seen, it already very closely resembles in its details, though not in its principles. Complete materials exist in the present Report and its Appendices for the determination of the plan, and the preparation of a set of rules; and a comparison between the details of the two systems will indicate the improvements which might be adopted from each for the benefit of the other. For instance, the weak point in the Bombay system is, that a sufficiently correct account of the stock of Salt in hand is never secured; which might be remedied by the adoption of the Madras method of measuring into store and taking stock.* And again, on the important point of storage, it is certain, that in the Bombay Presidency, the stocks might be much more effectually and economically guarded, and much less wastage would take place, if the Salt were all stored at one place, in the immediate neighbourhood of the pans, within raised enclosures, as at Madras, in place of being scattered in small heaps all over the works.† It might be necessary, in furtherance of this object, to require that all individual produce below a certain quantity should be heaped in common up to a certain quantity; but such a rule, affecting only small producers, might, as it appears to me, be very reasonably insisted upon. The point is noticed by Mr. E. Maltby, the third Member of the Board of Revenue, in the 9th paragraph of his Minute,‡ dated the 24th of June, 1854. He there proposes, with the view of obviating the additional expense which would be incurred in extending the platforms, and employing extra servants to guard them, if each proprietor's small stock of Salt were stored separately, that the system of storing the Salt in 10 garce§ heaps should be continued; and that the several small proprietors should elect among themselves an individual to represent them in disposing of the Salt. As the quantity contributed by each to the heap would appear in the depôt accounts, disputes, he observes, would seldom occur, and be easy of settlement. Mr. Maltby overlooks that the varying quality, and, consequently, value of the produce would constitute the real ground of objection on the part of the proprietors to store their Salt in common; but I do not think that this objection should be allowed to weigh in the case of very small parcels; nor would it be a difficult matter, as it appears to me, to construct the heaps very much according to quality.

The details of the Excise system to be substituted, and the mode of introducing it, may safely be left to the Board of Revenue. Generally, the system in force in the Bombay Presidency should be followed.

639. As the transition will be simple, it should be entered upon at once; and though the change must be in a measure gradual, no long period need intervene before it is fully carried out. In the district of Malabar, where the monopoly manufacture was finally

The substitution should be entered upon at once. In the district of Malabar, where there is no monopoly manufacture, private manufacture under an Excise should be immediately permitted. So

* See Paragraphs 358 to 362, and Paragraphs 533 and 534.
† See Paragraphs 170, 533, 535, and 536.
‡ Appendix E, No. 34. § 1200 maunds.

also, in Canara, the remnants of the monopoly manufacture there being relinquished. The Excise system might also be substituted at once in the Madras Collectorate.

relinquished in 1823, and the whole supply of Salt is now obtained from Bombay, private manufacture under an Excise should at once be permitted. In like manner, the remnants of the expensive monopoly manufacture in Canara should at once be relinquished, and private manufacture under an Excise permitted, the whole quantity of Salt required for the consumption of the district, and not supplied by private manufacture or private importations, being purchased, as the additional supply for the service of the monopoly now is, from Bombay. The Reports* of Mr. F. N. Maltby, the Collector of the district, prove conclusively the expediency of this course, and show that he is a very fit person to carry out the change. The cost of manufacturing a garce of Salt in Canara, for the service of the monopoly, is now rupees 25:8. If the manufacture were thrown open, a garce, Mr. Maltby believes, might be made for rupees 5, that being about the cost of producing a garce of Salt in the adjoining Goa territory.† The change might also, as it seems to me, be introduced at once, and without any difficulty, in the Madras collectorate, where it would have the advantage of being carried out under the eye of the Board of Revenue and the Government.

SECTION III.

ON VARIOUS QUESTIONS CONNECTED WITH THE PRESENT STATE OF THE SALT REVENUE SYSTEM.

Notice of the more prominent questions connected with the existing system.

640. I PROCEED to notice, briefly, the more prominent questions connected with the existing system and its administration.

Swamp Salt should be turned to greater account under Excise regulations.

641. *Swamp Salt.*—See paragraph 563. The attention of the authorities should be directed to turning the Salt spontaneously produced in marshy swamps to greater account, by renting out the swamps under Excise regulations, in place of destroying their produce.

The manufacture of Earth Salt should be authorized under Excise regulations.

642. *Earth Salt.*—See paragraphs 564 to 573, and Appendix G. The simple and appropriate solution of the difficulties relating to Earth Salt, since it has been proved to be a perfectly wholesome condiment,‡ appears to me to be to authorize the manufacture, under Excise regulations, imposing the same rate of duty on that Salt as on Sea Salt, as was provided by the Excise Law drafted by the Board of Revenue in 1804.§ In the Bombay Presidency, the Salt produced in the Deccan, by washing different saline earths has recently been subject to the same Excise Duty as all other Salt.‖

Any Excise regulations which can be applied to the manufacture of Marine Salt in Bengal may be equally applied to the manufacture of Earth Salt in the Madras Presidency.

643. It is objected that the licensing system is incompatible with the habits and condition of the people; but this is certainly not made out. It is further objected, that, as the works are on a small scale, and are, or might be, scattered over a vast extent of remote and uncleared country, the manufacture could not be excised without disproportionate expense and very vexatious interference. But the structure of the brine works, and the method of obtaining the brine are, as has been seen,¶ precisely the same as in the Bengal Agencies; and the manufacture is not susceptible, it may be presumed, of being spread over a wider range of uncleared country than the Bengal manufacture. It, therefore, follows that any Excise regulations which can be applied to the manufacture of Marine Salt in Bengal, may be equally applied to the manufacture of Earth Salt in the Madras Presidency.

The Excise regulations which have been found suitable in Bengal should, therefore, be adopted; and measures should also be taken to prevent the clan-

644. The Excise Regulations which have been proved by experiment to be suitable to the Bengal manufacture, will be described in

* Appendix E, Nos. 15, 16, 17, and 30.

† See Appendix C, No. 15; Replies to Queries, 12 and 13.

‡ See Paragraphs 565.

§ See Paragraph 616.

‖ See Paragraph 187.

¶ See Paragraph 564.

the sequel, and ought, in my judgment, to be adopted at once in Bellary and Kurnool, in supersession of the Mohturpha tax, now levied on the manufacturers of Earth Salt in those districts; in Cuddapah, where no tax is at present levied on the large manufacture which is known to exist, and in every other district in which Earth Salt can be produced, all manufacture, except under an Excise licence, being strictly prohibited. Measures should, at the same time, be taken to prevent, or to levy Customs upon, the importation of Earth Salt into Tanjore and Madura, from the intermediate State of Poodoocotta, and into Canara from Mysore.

Subsidiary introduction of Earth Salt from Poodoocotta and Mysore.

645. The Board of Revenue collectively would levy a lower rate of Excise on Earth Salt,* but one of the Members, Mr. E. Maltby, would apparently levy a higher rate. The Excise on Earth Salt, he says, "should be so fixed, as to prevent its having a preponderating advantage over the rival article."† I cannot agree in either of these opinions. There should, obviously, as in Bombay, be no differential rate. The Board of Revenue, in their proposed Excise Law of 1804, rightly placed Salt produced from the sea, and Salt extracted from the earth, on precisely the same footing.

The same rate of Duty should be levied on Earth Salt as on Sea Salt.

646. If it should be found impracticable to introduce an Excise upon the manufacture of Earth Salt, I am of opinion that the Mohturpha now levied upon the manufacturers, in the districts of Bellary and Kurnool, should, nevertheless, be relinquished. I can see no reason why the manufacturers in those districts should be taxed, while the manufacturers in Cuddapah, and wherever else Earth Salt is produced, are exempted from taxation; nor any reason why, if all other items of Mohturpha are to be abolished throughout the Madras Presidency, the Mohturpha on manufacturers of Earth Salt should be any where retained.

If an Excise upon the manufacture of Earth Salt should be impracticable, the Mohturpha now levied on the manufacturers should nevertheless be relinquished.

647. Absolute prohibition of the manufacture would no doubt be felt as a great hardship, and might lead, it seems to be apprehended, to disturbances;‡ otherwise there can be no question that, if Earth Salt cannot be brought under contribution to the Revenue upon the same terms as Sea Salt, the true alternative for the due protection of the Revenue, derived from the latter, is strictly to suppress the manufacture of the former.

The true alternative, no doubt, is strictly to suppress the manufacture.

648. At present, the consumption of earth Salt, produced in the Districts of Bellary and Kurnool, ostensibly displaces the consumption of Sea Salt to the extent of about 1,137 garces, yielding a Mohturpha Revenue of about 13,400 rupees per annum,§ which is an insignificant sum; but it is probable that, in reality, a much larger quantity of Earth Salt is produced in these districts; and if the manufacture were permitted, and entirely exempted from taxation, no doubt it would be greatly extended, not only in these districts, but wherever else it exists, or could be introduced. Still, if the manufacture can neither be taxed under a well regulated system, nor totally suppressed, there seems to be no middle course; the only other alternative is to leave it absolutely free.

But if the manufacture can neither be excised nor suppressed, the only other course is to leave it absolutely free.

649. *Exportation of Salt by sea.*—See paragraphs 517 to 527, and Appendix H. It was the unanimous opinion of all parties, however much they differed on other questions concerning Salt, that, under an open trade and equal duties, Bengal would be chiefly supplied with Salt from the Coromandel coast; but, contrary to all expectation, scarcely any Salt is exported from Madras to Bengal by private enterprise, notwithstanding that it is the nearest country; that Salt can be manufactured there more cheaply than anywhere else; and that it stands in constant need of what Bengal can supply in return, viz., corn.

Contrary to all expectation, scarcely any Salt is exported from Madras to Bengal for private sale.

650. The private trade in Salt to Bengal first showed a tendency to advance in 1835, in which year 2,84,858 maunds of Foreign Salt were imported; and the Differential Duty being abolished in the fol-

At the same time, from other countries, and more especially from Great Britain, the private importations of Salt into Bengal have, of late years, been very large.

* See Appendix B, Paragraph 218.

† See Appendix E, No. 34, Paragraph 13.

‡ See Appendix G, No. 6, Paragraph 8.

§ See Paragraph 566.

lowing year, the quantity continued steadily to increase until 1851-52, when it amounted to 31,74,340 maunds, or more than half of the whole quantity* of Salt taken out for consumption in Bengal, in that year. While of this large supply, 18,50,762 maunds were imported from Great Britain, 4,18,877 maunds from Bombay, and 4,39,386 from the Gulfs, only 1,40,047 maunds were imported from Madras. In the following year, 1852-53, out of Foreign importations amounting in the aggregate to 28,53,700 maunds, only 69,256 maunds came from Madras.† And, it must be remembered, that these quantities from Madras include, not only the Salt imported for private sale, but also the Salt received on indents of the Bengal Government. According to a statement in the Appendix,‡ the private exports of Salt from Madras to Bengal, and all other places, amounted in the year 1851-52, to 1,76,300 maunds and in 1852-53 to only 12,600 maunds, the quantities exported in the preceding years, from 1835-36, though generally larger, having also been, on the whole, quite insignificant. The figures in this statement are not, however, reconcilable with those shown in a statement annexed to paragraph 122 of the Memorandum § of the Board of Revenue, which professes to distinguish the exports on private account to Bengal alone. According to this latter statement, these exports amounted in 1851-52 to 1,53,000 maunds, and in 1852-53 to 92,066 maunds.

Remarks of the Madras Board of Revenue on this state of the private trade.

651. On this state of the private trade, the Madras Board of Revenue remarks as follows: ‖—

"As to private trade, it does seem that a larger export might be expected. The price at which Salt can be landed in Calcutta by private trade is as follows for every 100 maunds:—

	Rupees.	
Can be put on board on the coast for	15	per 100 maunds.
Freight, say 10 rupees per ton, or	36·7	
	51·7	
Import duty at 2½ rupees per maund	250	
	301·7	per 100 maunds.

"According to Mr. Worthington,¶ the expense from England would be—

	Rupees.	
Can be put on board at Liverpool for 13*s.* per ton, or	23·8	per 100 maunds.
Freight at 25*s.* per ton, or	46·0	
	69·8	
Import duty	250	
	319·8	per 100 maunds.

And even at this price it has greatly affected the Government sales; and yet, when Coast Salt can be landed for 52 rupees, less than a lakh of maunds were imported against 29¼ lakhs, chiefly from England, at 80 rupees."

"It is not easy to state the true cause of this. Much is owing, no doubt, to the fact of the Salt in England being the private property of persons, who can supply any quantity—are men of capital—and anxious, by every exertion, to find a market. Whereas in India, it is more of a speculation; as the parties selling the Salt have first to buy it, and convey it there in their own vessels, or take their chance of getting freight, which is very fluctuating at this port; and the mercantile connections of Madras and Calcutta are not so extensive as those between England and Calcutta.

* 60,61,563 maunds.

† See Salt Report of the Bengal Board of Revenue for the year 1852-53, Paragraph 4 and Statement No. 8, page 19.

‡ Appendix L, Column, 2. § Appendix B.

‖ See Appendix B, Paragraphs 125 to 127.

¶ Parliamentary Paper, 4th Report, Indian Territories, 1853, page 183.

652. To these causes may be added the following, as I think, much more important influences, viz.:

The restrictions which appear to the Commissioner chiefly to account for the state of the private trade.

First, that Salt for export is procurable only at certain places of manufacture on the Coromandel coast, and only in limited quantities at those places.

Second, and more especially, that the privilege of exporting Salt to Bengal from the Coromandel coast has been confined to square-rigged vessels of not less than 200 tons burden.

653. These restrictions, the former imposed by the Madras, and the latter by the Bengal Government, practically nullify, with one hand, in the case of the Madras Presidency, the concession of an open and equal trade in Salt to Bengal bestowed with the other. It may constantly happen that Salt has not been set apart for export at the places where, in the course of trade, it may come to be wanted, or that the limited quantity set apart at any place has all been taken up. In either case, intending shippers are subjected to disappointment, and this uncertainty of the supply is of course fatal to the establishment of a steady trade. The Government profess to regulate the supply to the demand, but no Government is in a position to regulate the export trade in any article. At the same time, the limitation in regard to tonnage shuts out the very class of vessels best calculated for the Salt-trade, and most likely to engage in it, both for its own profits and for the sake of the return trade in corn, viz., the native Dhonies, or vessels employed in the coasting trade; a class of shipping which it has always been considered politic to encourage, in order that, in time of need, it might supply Madras with grain; but which, it may be supposed, has been materially discouraged by this exclusion from the Salt-trade.

These restrictions practically nullify, in the case of the Madras Presidency, the concessions of an open and equal trade in Salt to Bengal.

654. The diversion of the Madras shipping from the Salt-trade is, in consequence, so complete, that when the Bengal Government find it necessary to indent upon Madras for a supply of Salt, tonnage cannot be procured for its transport to Calcutta. Thus, in 1854 and 1855, when the Stocks of Salt had fallen very low in Bengal, owing to a sudden decline in the shipments from England, all attempts to obtain freight for the conveyance of a supply from Madras failed for a long time, if not altogether; and this, at a period when there was almost a famine at Madras from drought, and notwithstanding that, in order to encourage the import of grain from the abundant stores of Bengal, for the relief of this scarcity, the restriction, in regard to the tonnage of vessels, to be employed in the transport of Salt was, for the time, removed.

When the Bengal Government indent upon Madras for a supply of Salt, tonnage for its conveyance cannot be procured.

655. The practice of supplying Salt for the service of the Bengal monopoly, at a profit to the Madras Government, is, of course, unsound, and becomes wholly unintelligible, when, at the same time, no profit is taken on Salt supplied for private export. The present Board of Revenue are sensible of this, and no longer object to supply the Bengal Government at the same rate as private exporters, that is, at the uniform price of 15 rupees (instead of 25 rupees, and formerly 35 rupees), the 100 maunds, that being the actual average cost of the Salt, including the charges for putting it on board. It is, however, still an error to charge the average, instead of the actual, cost.

The practice of supplying the Bengal Government with Salt at a profit to the Madras Government unsound.

656. Equally unsound is the practice of obliging the carriers to purchase and pay for the Salt supplied for the service of the Bengal monopoly, previously to its being shipped, reimbursing them for only the quantity they may deliver in good condition. It is not surprising that it should be a matter of great difficulty to procure the means of transport upon such terms, independently of any question of the rate of freight.

The practice of obliging the carriers to purchase and pay for the Salt supplied to the Bengal Government equally unsound.

657. Under these several circumstances, I am of opinion that Madras Salt should at once be made available for private exportation by sea, not at certain ports only, but wherever it is manufactured, and not at one average price for the whole Presidency, but at its actual cost at each place. In like manner, Salt required for the service of the Bengal monopoly should be debited to that Presidency, at its

The reforms recommended by the Commissioner.

actual cost at the place from whence it may be supplied, its conveyance being separately contracted for, or effected by taking up vessels for the purpose; and, finally, the restriction in regard to the tonnage of vessels to be employed in the transport of Salt, temporarily removed, in consequence of a distressing scarcity of grain in Madras, and of an apprehended dearth of Salt in Bengal, should never be re-imposed. It may be, that, notwithstanding these measures of relief, the Salt-trade from Madras to Bengal may still not expand, but it will, at all events, have fair play, which, as it appears to me, it has never had yet.

The principle observed in the treatment of Foreign Salt stated.

658. *Importation of Foreign Salt.*—See paragraphs 583 to 588, and Appendix J. The principle at present observed in the treatment of Foreign Salt is to admit all such Salt to equal competition with the home-made article, the Import Duty having been fixed at 12 annas the maund, because that rate was supposed to represent the average net profit per maund accruing on the monopoly sales.

In recommending the reduction of the Sea Customs' Duty on imported Salt from 3 rupees to 12 annas per maund, the Madras Government misapprehended the principle of the proposed measure.

659. In recommending the reduction of the Customs' Duty, leviable under Schedule A, Act 6, of 1844, on all Salt imported by sea into the Madras territories, from 3 rupees to 12 annas per Indian maund, in order to carry out the wish of the Court of Directors that the trade in Salt at Madras should be placed, "as far as possible, on the same footing as in the other Presidencies," the Madras Government evidently misapprehended the principle of the measure. They supposed "that the levy of this Import Duty would bring foreign Salt into the market at about the same price as that (1 rupee per maund) now charged on the produce of the monopoly, and that the home-manufactured article, and that introduced on private trade, would thus compete on nearly equal terms."*

The rate of 12 annas was proposed, not for the purpose of equalising the Tax on all Salt, but in order to equalise the price of all Salt.

660. It was thus proposed to reduce the Import Duty to 12 annas per maund, not because that rate represented the average profit derived from the Native Salt, but because it was calculated that, on an average, that rate would bring up the price of Foreign Salt to an equality with the price of the Native Salt. Upon this principle, supposing the calculation to have been that Foreign Salt could be imported, on an average, at 1 anna per maund, and that the average profit on the Native Salt was 12 annas, the Import Duty would have been fixed, not at this latter rate, but at 15 annas, in order that Foreign Salt might come into the market at the same price (1 rupee per maund) as the home article; and, *vice versâ* if it had been calculated that Foreign Salt could be imported, on an average, at 8 annas per maund, the Import Duty would not have been fixed at the profit rate of 12 annas, but at 8 annas per maund, in order, as before, to equalise the starting price in the market of home and foreign Salt.

The Madras Government consider, but, it is obvious, erroneously, that competition on equal terms is secured by this mode of equalising prices.

661. The Madras Government consider that competition on equal terms is secured by this mode of equalising prices; but, obviously, in the former case the home article, and in the latter case the foreign article, would be favoured. Competition on equal terms is promoted, not by forcing prices to an equality by the imposition of Differential Duties but, by leaving prices to operate naturally by levying equal duties. The supposition that equal competition is compatible with differential duties, involves a palpable contradiction and confusion of terms.

Accordingly, the Madras Government subsequently proposed to levy a special Differential Duty of 14 annas on Salt imported by sea from Goa, expressly to deprive it of its natural advantage of greater cheapness.

662. Accordingly, after the Government of India had sanctioned the reduction of the Import Duty to 12 annas per maund, on the supposition that that rate represented the average profit derived from the native Salt, the Madras Government, in conformity with their interpretation of the Court's wishes, recommended the imposition of a special Differential Duty of 14 annas per maund on Salt imported by sea from Goa, expressly on the ground that Goa Salt could be brought into the Canara market so cheaply, that, at a duty of only 12 annas, it would undersell and drive out the native Salt. It was not argued that the profit on Canara Salt exceeded 12 annas per maund. The confessed object was to deprive Goa Salt of its natural

* See Appendix J, No. VIII., Paragraph 1.

advantage of greater cheapness "by the imposition of such a special duty as would bring it into the market on equal terms with the Salt manufactured on account of Government. Twelve annas a maund," said the Government, "would, as appears from the Collector, be too low a rate of duty; 1 rupee would be too high. Taking 14 annas a maund, this would give 105 rupees per garce; and if to this be added 13½ rupees for prime cost, charges, and profit, the Salt might be sold at rupees 118½ per garce, or at a trifle below the monopoly rate, rupees 120."*

663. This misapprehension and proposed perversion of the true principle of the measure which had been sanctioned, was carefully explained in the reply of the Government of India,† and the proposition was dropped; but from the Minutes‡ of the Members of the Madras Government it is evident that the object in view is still misunderstood, and supposed to be, not free competition under a system of equal duties, but the equalisation of prices by the imposition of Differential Duties.

This misapprehension and proposed perversion of the true principle was carefully explained by the Government of India, but the object in view is still misunderstood by the Madras Government.

664. The understanding and argument of the Madras Government seem to be, that the home manufacture being shackled by its subjection to a monopoly, is, in fairness, entitled to protection by the imposition of a Differential Duty on Foreign Salt to such an extent as would bring both Salts into the market at the same price. This, however, is not what the Court desire, and the Madras Government profess to establish, viz., free competition, but exactly the reverse—to wit, protection for the monopoly, not indeed to a prohibitory degree, as when the duty was 3 rupees per maund; but to the extent of preventing Foreign Salt from entering the market at a cost below the monopoly price. The desire of the Court simply is, that, as in the Bengal and Bombay Presidencies, all Salt, whether imported or of native manufacture, should be subjected as nearly as possible to the same rate of duty. If, in the competition on these terms, the monopoly manufacture should, in any case, be driven out by foreign importations, the legitimate course in such a case would be, not to bolster up the monopoly by raising the duty on the successful Salt, to the extent of its advantage in the market, but, to relieve the Native Salt from its shackles as a Government manufacture, and allow it to contend with the foreign article under Excise regulations.

The Madras Government seem to argue that the home manufacture is entitled to protection by reason of its being shackled by subjection to a monopoly.

665. It now appears that the present Sea Import Duty of 12 annas per maund was not only calculated on a wrong principle, but does not represent, as it was supposed to do, the average net profit derived by the Government from the Native Salt. The average cost price to Government of Salt manufactured on the Coromandel coast, exclusive of any charge for wastage, is rupees 8·3 per garce of 120 maunds.§ Five per cent. being added for wastage, the cost is raised to rupees 8·604,‖ or say rupees 8 : 10 annas. On the Malabar coast, the cost of manufactured Salt in Canara is rupees 25 : 8 per garce,¶ and of Bombay salt imported into Malabar for the service of the monopoly, rupees 32 : 8.** The total of these three items of cost is rupees 66 : 10, giving an average cost, per garce of 120 maunds, for the whole Presidency, of rupees 22 : 3 : 4, which sum being deducted from rupees 120, the monopoly price of a garce of Salt, at 1 rupee per maund, leaves rupees 97 : 12 : 8 as the net profit to the Government on each garce of 120 maunds, or 13 annas per maund, instead of 12 annas, the net profit assumed in reducing the Sea Import Duty to that rate.

It now appears that the present Sea Import Duty of 12 annas per maund does not represent the average net profit derived from the native Salt. The true average, taking the whole Presidency, and including Bombay Salt imported into Malabar in the calculation, is 13 annas per maund.

666. Again, omitting the cost of the Salt imported into Malabar from Bombay on account of Government, as not legitimately entering into the calculation, the total cost price to Government of Salt manufactured for them on the Coromandel and Malabar coasts

Omitting imported Salt, and confining the calculation to manufactured Salt, the net profit is 13 annas 8 pies per maund.

* Appendix J, No. VIII., Paragraph 5.
† Appendix J, No. IX.
‡ Appendix J, Nos. X. and XI.
§ See Paragraph 550.
‖ See Paragraphs 548 and 549.
¶ See Paragraph 560.
** See Paragraph 559.

amounts to rupees 34 : 2 per garce, giving an average for the two coasts, of rupees 17 : 1,* whichsum being deducted from rupees 120, the monopoly price of a garce of Salt, leaves rupees 102 : 15 as the net profit per garce to the Government, or 13 annas 8 pies per maund, instead of 12 annas.

On the Coromandel coast, taken alone, the net profit is nearly 15 annas per maund. On the Malabar coast, taken alone, the net profit, including imported Salt in the calculation, is a little over 12 annas per maund; excluding imported Salt, it is 12 annas 8 pies per maund.

667. On the Coromandel coast, taken alone, the net profit per garce is 111 rupees 6 annas,† or nearly 15 annas per maund, instead of 12 annas. On the Malabar coast, taken alone, the net profit, including in the calculation the cost of the Salt imported into Malabar from Bombay is rupees 91‡ per garce, or a little over 12 annas per maund; excluding the imported Salt, and confining the calculation to manufactured Salt, the net profit per garce is rupees 94 : 8,§ or 12 annas 8 pies per maund, instead of 12 annas, as before, in each case.

Separate rates of Import Duty should be fixed for the Coromandel and Malabar coasts respectively.

668. In order to a strict assimilation of the rate of Customs' Duty on imported Salt to the net profit derived by Government from the native Salt, instead of taking one average of net profit for the whole Presidency, the duty should be separately fixed for each Salt-producing District; but this would create an inconvenient number of import rates, not materially differing from each other on either coast of the Presidency. If a single average were taken, the rate would be 13 annas 8 pies, or, say, 14 annas per maund, that being the average net profit, according to the calculation given at paragraph 666, derived from the manufactured Salt of the whole Presidency. It is, however, essential to take two averages, one for the Coromandel coast, the other for the Malabar coast, as it is clear from the calculations given at paragraph 667, that the general average of 14 annas would, on the former coast, be unduly favourable, and, on the latter, unduly prejudicial to the importer. The average on the Malabar coast should be taken only on the manufactured Salt of Canara, and not also on the imported Salt of Malabar.

On the Coromandel coast the rate of Import Duty should be 15 annas, and on the Malabar coast 13 annas, per maund.

669. I have, therefore, to recommend, in conformity with the foregoing views and calculations, that the rate of Sea Customs on Foreign Salt imported into the Madras territories be fixed for the Coromandel coast at 15 annas, and for the Malabar coast at 12 annas 8 pies, or, say, 13 annas per maund, in substitution of the present rate of 12 annas per maund for both coasts.

If it be deemed more convenient to fix a single rate, the lower rate pro-

670. If it be deemed more convenient to fix a single rate for the whole Presidency, then the rate above proposed for the Malabar coast

	Rs.	a.
* Average cost on the Coromandel coast	8	10
Cost in Canara of Manufactured Salt	25	8
Total	34	2
Average	17	1

	Rs.	a.
† Sale price of a garce	120	0
Deduct cost price	8	10
Net profit	111	6

	Rs.	a.	Rs.	a.
‡ Sale price of a garce			120	0
Deduct cost price in Malabar	32	8		
„ Canara	25	8		
Total	58	0		
Average			29	0
Net profit			91	0

	Rs.	a.
Sale price of a garce	120	0
Deduct cost price in Canara	25	8
Net profit	94	8

only, namely 13 annas, should be adopted. A scrupulously nice adjustment of the rate for the Coromandel coast is of no practical consequence, for it is altogether improbable that any foreign Salt will ever be brought to that coast; but it is otherwise on the Malabar coast: there, it is, I think, certain that, under an open trade and equal duties, Salt imported from Bombay, Sinde, Arabia, Ceylon, and Goa, by private enterprise, will very soon supersede the necessity for purchasing Salt from Bombay for the supply of Malabar and Canara, and drive out the manufacture in the latter district altogether, especially if the Bombay Salt export trade to British ports of the Madras Presidency be placed on the footing recommended in a former part of this report.*

posed for the Malabar coast, namely, 13 annas per maund, should be adopted.

671. The Land Customs on Foreign Salt imported into the Madras territories is still 3 rupees per maund, as fixed by Act VI of 1844, except in the case of Goa Salt, which is admitted into Canara at a reduced duty of 12 annas per maund. This anomaly should now be remedied by assimilating the Land Customs now leviable on Goa Salt, and all other foreign Salt, to the lower rate of Sea Customs proposed for the Malabar coast, namely, 13 annas per maund.

The Land Customs at present leviable on foreign Salt should be assimilated to the lower rate of Sea Customs now proposed, namely, 13 annas per maund.

672. *Conventions with the French Government.*—See paragraphs 589 to 594. The object of the British Government in entering into the first Convention of the 7th of March, 1815, in so far as it relates to the trade in Salt, evidently was the protection of the Madras Salt Revenue. It could have been nothing else. The British Government, it must be supposed, were content to pay the sum of 4 lakhs of sicca rupees,† annually, for the exclusive right to purchase all the Salt manufactured in the French possessions, beyond the quantity required for domestic consumption, because it was regarded as, on the whole, the best measure that could be adopted for preventing the illicit introduction of French Salt into the British territories. Mr. Peacock, of the India House, in a paper,‡ given in to the Select Committee of 1836, describes the payment as belonging "to the purchase of the good-will of the monopoly," and considers it debitable neither to charges of manufacture, nor to charges of collection, but to the general revenue. I cannot, however, discover any ground for this view, either in the Convention itself or elsewhere. The charge appears clearly to have been incurred with a view to the prevention of smuggling, and to be, therefore, debitable to charges of collection. The object of the first Convention seems to be interpreted in the second Article of the second Convention, in which the French Government in guaranteeing the strict observance of the stipulation to close the manufacture in their possessions, guarantee, further, the "adoption of all such measures as depend upon them for insuring the effectual prevention of the contraband trade in Salt."

The object of the first Convention with the French Government, in so far as it relates to the trade in Salt, evidently was the protection of the Madras Salt Revenue.

673. The arrangement seems to have been an expensive one. It was also faulty; inasmuch as, while the French continued to manufacture, almost the same facilities for smuggling existed as before. The suppression of the manufacture throughout the French settlements was, therefore, cheaply purchased, under the second Convention, at the cost of a further annual payment of 14,000 sicca rupees;§ but the Convention was chiefly defective in not providing that it might be terminated at the option of either of the Contracting Parties. In place of this, it is expressly declared by Article X to be permanent until dissolved by the "mutual consent" of both Contracting Parties. The East India Company would, therefore, be bound to pay this sum of 4 lakhs of sicca rupees, annually, even if the Salt Revenue should be relinquished altogether.

The arrangement was expensive, and otherwise faulty; but the Convention was chiefly defective on the side of the British Government, in binding that Government to the perpetual payment of four lakhs of sicca rupees annually.

674. This payment is debited to the Bengal Presidency, under orders of the Madras Government, dated the 30th of December, 1816, on the ground that it is "a supposed equivalent for an advantage

The propriety of debiting the payment as heretofore, to the Bengal Presidency, examined.

* See Paragraphs 408 to 419.
† Equal to Company's rupees 4,26,667.
‡ Appendix No. 77; Parliamentary Report of 1836.
§ Equal to Company's rupees 14,933.

principally, if not wholly, derived to the Government at Fort William by the monopoly of Salt and Opium." The orders were communicated to, and it may be supposed were acquiesced in, by the Government of India; but I have not been able to discover any sufficient foundation for the supposition on which they were made to rest. The Convention, it is true, contains a stipulation concerning Opium, to the effect that France shall have 300 cases of that drug at the average price brought at the periodical public sales at Calcutta; but, under Article V, the payment in question is made "in consideration of the Stipulation expressed in the preceding Articles," which relate exclusively to Salt, and the whole advantage under those Articles is derived to Madras Salt; for, as already shown, the French have never held any possessions in the Bengal Presidency, or anywhere except in the Madras Presidency, where Salt could be manufactured.

In the opinion of the Commissioner the payment ought in future to be debited altogether to the Madras Presidency.

675. I am, therefore, of opinion that the Bengal Salt Revenue is unfairly charged with this heavy payment, which amounts to nearly 38 per cent. of the total expense incurred in collecting that Revenue,* and that it should in future be debited altogether to the Madras Presidency.

The Conventions with the French are not considered to present any obstacles to the substitution of an Excise.

676. The Board of Revenue say, that, in the event of an Excise being introduced, it will be necessary to consider the British engagements with the French Government;† and Mr. E. Maltby, a member of the Board, gives as one of the reasons why, if an option had been allowed, he would have preferred to continue the monopoly system, that the Conventions with the French Government oppose obstacles to a change to an Excise.‡ I cannot, however, perceive that these Conventions in any way touch the question of substituting an Excise for the present system. The Madras authorities, under an Excise, would still only have to supply the French Government with a certain quantity of Salt, which might easily be purchased for the purpose.

In the opinion of the Board of Revenue, Rowannahs or Passes should only be required within a limited range.

677. *Rowannahs or Permits.*—This subject is noticed in paragraphs 164 to 169 of the Memorandum prepared by the Board of Revenue.§ It has been seen that any Salt found in transit anywhere within the limits of the Presidency, unprotected by a Rowannah or Pass, or in excess of the quantity specified in the Pass, is by law liable to seizure, and confiscation;‖ but since the removal of the chowkeys in the interior, consequent on the abolition of Transit Duties by Act VI, of 1844, no machinery has existed for the examination of Salt in transit. Adverting to this fact, and to the annoyances and exactions to which traders were exposed when the chowkey system was in force, the Board of Revenue state that they "would, ere this, have recommended the abolition of Rowannahs altogether, had it not been that they were necessary under the Regulation;" and they conclude their notice of the subject with the following observations:—

"That Rowannahs, when the roads were guarded under the old Sayer system, were a great protection to the Salt Revenue, is admitted; and, even now, they are a check to a certain extent; but however unobjectionable a Pass or Permit within a limited range—as in the case of Abkary Permits—yet, to subject traders to an inquisitorial visit from every native police officer they may meet during a journey of some weeks, must operate to the prejudice of the traffic, and be accompanied by so many evils, that it seems desirable to put an end to the present practically effete system, and, leaving the merchant free on transit, use every exertion to prevent smuggling at the place of manufacture."

* Average cost of collecting the Bengal Salt Revenue for the three years ending with the past year 1854–55, as shown in column 17, Appendix T:—

	Rupees.
Bengal part	11,24,403
Proportion charged under the first Convention with the French Government	4,26,667

† Appendix B, Paragraph 219.

‡ Appendix E, No. 34, Paragraph 2; see also Paragraph 14.

§ Appendix B.

‖ See Paragraph 511.

678. I entirely concur in the Board's objections to an unlimited range of inquisition, such as that to which Salt is now liable by law. My views on this question have been stated already, in paragraphs 389 and 390, in connection with the Bombay law on the subject. Whether under the present monopoly or the proposed Excise system, the establishment within, and immediately surrounding, the works should be made strong enough to detect the first attempts of smuggling; the Permit should provide for a protection only to the limits at the establishment; there it should be taken and cancelled, and beyond those limits no interference whatever should be allowed with Salt in transit, or in store; except in illicit Salt Works. Mr. Maltby would require Passes within a range of 30 miles from the Salt Works, but obviously the checks should rather be concentrated in strength on the manufacturing ground. In the Bombay Presidency the preventive chowkeys are placed at commanding spots, generally within half a mile, or a mile, of the Works.*

The Commissioner entirely concurs in the objections of the Board to an unlimited range of inquisition, and is of opinion that a Pass should only be required to clear the Salt off the works where it is manufactured and sold.

679. *Laws Relating to the Salt Revenue.*—These are noticed in paragraphs 509 to 513; and all that need be said on this head is, that the existing enactments are of very old standing, and will require to be remodelled, and adapted to the proposed new system.

The Salt Laws are of old standing, and will require to be remodelled.

680. *System of Management.*—It has been shown in paragraphs 514 and 515, that the management of the Salt Revenue constitutes at present one of the ordinary duties of the Collectors, and that no uncovenanted agency is employed, except in the Madras Collectorate, where there is a single uncovenanted assistant. In a dispatch to the Madras Government, dated the 31st of August, 1852, the Court of Directors, stated, that, considering the nature and weight of the duties which the Collectors and Magistrates are primarily required to discharge, they feared that it would be vain to expect from them that scrutinizing control over the native officers employed in the Salt and Abkaree Departments, which is essential to the efficient administration of those branches of Revenue. They, therefore, desired the Madras Government to take into their consideration, whether the control of the Departments in question might not with advantage be withdrawn from the management of the Collectors, and entrusted, as in Bengal, to that of separate officers, to be designated Superintendents of Salt and Abkaree Revenue; and, if they should be of opinion that some such arrangement would be advisable, to place themselves in communication on the subject with the Government of Bengal. In furtherance of these instructions, the Madras Board of Revenue called for, and had received, the necessary information on the subject from the Calcutta Board of Revenue, but, at the time of my visit to Madras, no further progress had been made in the matter.

Suggestion of the Court of Directors to place the Salt and Abkaree Departments under separate management.

681. It appears to me that the measure suggested by the Court is very deserving of a trial. From all I could learn the Madras Collectors are greatly overworked. The Ryotwaree system entails upon them a constant amount of minute labour, such as no Collector in Bengal has to undergo; and they are not only Collectors but also Magistrates. It is impossible, under these circumstances, that their duties in the Salt Department can receive that degree of attention at their hands which is essential to the proper development of that branch of the Revenue. The Salt Department is conducted by a distinct class of covenanted and uncovenanted officers, not only in Bengal, but in Bombay, and I have little doubt that if the Salt and Abkaree Revenue of the Madras Presidency were placed under separate management, upon the plan of the Salt system which now prevails in Bombay, or of the Abkaree system which was lately in force in Bengal, the expense of the measure would be counterbalanced, as desired by the Court, by the greater efficiency of the administration.

The suggested measure appears very deserving of a trial.

* See Paragraph 263.

SECTION IV.

ON THE RATE OF DUTY.

A collection of Papers relating to the question of price will be found in the Appendix.

682. A NARRATIVE, describing the changes in the price of Salt at the Government stores, from the establishment of the monopoly to the present time, has been given in paragraphs 517 to 527 of this Report, and in the Appendix,* will be found a collection of papers relating to the question of price.

Changes in the monopoly price of Salt.

683. The narrative shows that the regulation establishing the monopoly, passed towards the close of 1805, fixed the sale price of Salt at the Government stores on the sea coast at rupees 70 per garce of 120 maunds; that, in November, 1809, the price was raised to rupees 105 per garce; that in 1820, it was again reduced to rupees 70, and, in 1828, again raised to rupees 105; that in 1844, the price was raised to rupees 180, and in the same year reduced to rupees 120; and that this last has ever since been, and still is, the price of a garce of Salt at the Government stores.

The effect of the changes upon consumption, and upon the net revenue.

684. The effect of the changes upon the consumption of licit Salt, and upon the net revenue derived therefrom, is exhibited in the following Table, prepared from a statement in the Appendix:†

Years.	Number of Years.	Price per Garce.	Average Sales or Licit Consumption per Annum.	Average Net Revenue per Annum.
		Rupees.	Indian Maunds.	Rupees.
1806–7 to 1808–9 ..	3	70	34,14,560	16,08,072
1809–10 to 1819–20 ..	11	105	31,74,908	23,37,958
1821–22 to 1826–27 ..	6	70	47,77,769	21,95,967
1828–29 to 1842–43 ..	15	105	42,09,476	31,81,998
1845–46 to 1852–53 ..	8	120	48,46,681	41,61,636

In the above Table sales for exportation by sea, and the years 1820-21, 1827-28, 1843-44, and 1844-45, in which two prices prevailed, have been excluded.

In 1844, the Court of Directors directed the immediate reduction of the price from rupees 1:8 per maund, to which it had been raised by Act VI. of that year, to 1 rupee per maund, on the ground that every increase of price had been followed by decrease of consumption.

685. On the occasion of the price being raised to rupees 1:8 per maund, or rupees 180 per garce, by Act VI of 1844, the Court of Directors, in a dispatch dated the 3rd of July of that year, reviewed a statement of the Salt Revenue, extending to the year 1841-42, and, observing that, whenever the price had been raised, a considerable falling off had been apparent in the sales, or licit consumption, directed the immediate reduction of the duty to one rupee per maund, or rupees 120 per garce.‡

In 1847, the Court of Directors, finding that up to the year 1842-43, the average consumption had fallen considerably under an increase of price from rupees 70 to rupees 105 per garce, desired that the Board of Revenue might be called upon for a full report on the Salt Revenue.

686. In a dispatch, dated the 31st of December, 1847, the Court of Directors again reviewed certain statements of the Salt Revenue. These statements showed, that in the period from 1820-21 to 1827-28, when the price of Salt was rupees 70 per garce, the average annual supply to all the inhabitants of the Madras Presidency, and of the Native States in the interior, dependent for their Salt on the produce of the coasts of Coromandel and Malabar, was 39,266 garces; while, in the subsequent period, from 1828-29 to 1842-43, when the price was rupees 105 the garce, the average consumption had fallen to 34,772 garces per annum. This decrease of 4,494 garces, or at the rate of 11·4 per cent. on the annual consumption, without allowing for the natural increase of population, was considered by the Court to be very unsatisfactory, and to lead to the conclusion that

* Appendix K. † Appendix B, Enclosure No. 3,
‡ Appendix K, No. 1.

the increased price had either rendered it impossible for the people to obtain a sufficient supply; or that they had been supplied through illicit channels; or had had recourse to the impure and unwholesome article obtainable from saline earths; and they feared that the further increase in the price from rupees 105 to 120 per garce, which had since taken place, had still further aggravated the evil; they, therefore, desired that the Board of Revenue might be called upon to supply a general Report on the subject, exhibiting the bearing of the Salt Tax on the inhabitants of the different districts under the Presidency, and particularising, as far as circumstances would permit, the rate of consumption, and the extent of population, whether British or Foreign, who were dependent for their supply of Salt on the produce of the Madras Coasts.*

687. The Board of Revenue, after collecting the opinions of the district officers, submitted a full Report on the subject to the Government on the 4th of July, 1850, extending to the results of the year 1847-48.† The Collectors, generally, it appeared, were in favour of a reduction of the price. It was shown that the sales of Salt had risen with the price at rupees 70, and fallen with the augmentation in the rate to rupees 105; but that, latterly, the sales had increased, and were not at the time materially below the highest sales effected when the price stood at rupees 70. It was also shown that the consumer had not been called upon to pay in proportion to the increased price at the Government stores; but that the profits of the dealer had been, *pro tanto*, reduced.

In July, 1850, the Board of Revenue furnished the Report called for, extending to the results of the year 1847-48, showing that, latterly, the sales had increased.

688. With respect to the relation borne by the sales to the population, the Board, assuming six measures, or 18lbs., to be the rate of consumption, taking old and young, per head, per annum, and the population of the British territory under the Madras Presidency to be 20,000,000, including the army and persons not permanently resident, showed that the total sales for the consumption both of British and Foreign territory exceeded the quantity required, according to the above calculation, for the population of the British territory alone, by only 564 garces.‡

The Board's showing and deductions in regard to the relation borne by the sales to the population.

689. Again, taking individual consumption at six measures, or 18lbs., as before, it was shown that the consumption of a family consisting of six persons would be 36 measures, or 4½ mercals, annually, and that the cost of this quantity at the prevailing price of rupees 120 per garce was rupees 1 : 5 : 7. This sum, the Board stated, might be said to represent the monthly earnings of persons in the interior, subsisting on wages, and from these calculations they deduced that, with charges of conveyance and profits of trade superadded to the prime cost, sea Salt must be beyond the reach of many.

The Board's showing and deductions in regard to individual consumption.

690. The conclusion the Board came to upon these data was that, "revenue alone being had in view," it was obvious that a reduction of the price was not called for, and that, as the existing price of rupees 120 per garce had been in operation only since 1845-46, sufficient data were not at hand to enable them to decide whether the increase from rupees 105 had been attended with such effects as to call for a reduction on other grounds. In this latter opinion the Government concurred.§

The opinion the Board came to was, that sufficient time had not elapsed since the price was raised from rupees 105 to rupees 120 per garce, to enable them to decide whether a reduction was necessary, in which opinion the Government concurred.

691. Mr. Elliot, one of the Members of the Government, demonstrated that, in proportion as the price was low, the merchants intercepted a part of the benefit intended for the consumer; and argued that, as there had been an increasing demand since the monopoly price was raised to rupees 120, the augmentation had not

Arguments of Mr. Elliot, one of the Members of the Government, against a reduction of the monopoly price.

* Appendix K, No. 2.

† Appendix K, No. 3.

‡

	Garces.
Total sales on the average of the three years ending with 1847-48 ..	38,064
Estimated consumption of the British Territory at 6 measures, or 18 lbs. per head	37,500
Remains for foreign consumption ..	564

§ Appendix K, No. 9.

put it beyond the means of the ordinary Salt consumers to use Salt to the same extent as they had been accustomed to do. With respect to the consumption of Salt per head, Mr. Elliot pointed out that the Board's estimate was more than double the highest estimate* arrived at by Sir Thomas Munro, when Collector of the Ceded Districts, and as the population in 1824-25, had been computed at less than 14 millions, he expressed himself sceptical of the Board's estimate of 20 millions, and of the calculations founded upon it.†

Mr. Thomas, another Member of the Government, dissented from his colleagues, advocating a reduction of the price to rupees 70 per garce, and the formation of inland Salt depôts.

692. Mr. Thomas, another Member of the Government, dissented from his colleagues. He came to the conclusion apprehended by the Court, namely, that the increased price had placed Marine Salt in a great degree beyond the reach of large classes of the people, and had induced them to seek the supply of their wants through illicit channels, or driven them to the use of the impure and unwholesome Earth Salt of the country. He, therefore, advocated a reduction of the price to rupees 70 per garce, and the formation of Salt depôts at all the large towns in the interior. Mr. Thomas was not disposed to think that the Board's estimate of the consumption per head had been taken too high at six measures or 18 lbs., annually, but supposed the population not to exceed 15 to 16 millions.‡

The Court of Directors, on a consideration of the Board's Report, concurred in the opinion of the Government that no alteration was necessary.

693. The Court of Directors considered the information furnished to them in the Board's Report, in reply to the call made in their dispatch of the 31st of December, 1847, to be satisfactory, inasmuch as it afforded evidence, that the increase of the price from rupees 105 to 120 per garce, had not been followed by any decrease of consumption, but, on the contrary, that the quantities of Salt disposed of in the maritime districts had been steadily increasing since the change, § exceeding in every year, the largest quantity ever delivered, when the price was rupees 105 the garce, ‖ and in the last year, 1849-50 exceeding the average annual quantity delivered during the period when the price was rupees 70 the garce.¶ Under these circumstances, and having regard to the apparent tendency to an increase of consumption at existing prices, the Court, in a dispatch dated the 31st of August, 1852, concurred with the Madras Government in opinion that there was no necessity for any alteration.**

The question of reducing the monopoly price now, examined further.

694. It thus appears that the question of reducing the price has undergone elaborate inquiry and consideration at a comparatively recent period. It admits, however, of further examination, and the first point to be considered is, whether the present monopoly price is so high as to debar the people from a sufficient supply of Salt. In order to show that this cannot be the case, it might be sufficient to refer to the observations and calculations contained in paragraphs 435 to 442 of this Report, relative to the pressure of the Bombay Duty; since the price of Salt at the Government stores at Madras, namely, 1 rupee a maund, is certainly not more than from 2 to 3 annas a maund higher than the selling price of Salt at the Bombay pans, including the Excise Duty of 12 annas a maund. The cost of manufacture in both Presidencies is about the same; but in Madras, the average profit on the monopoly price is 2 annas, or at the most from 2 to 3 annas a maund, in excess of the Excise Duty in Bombay, the one being about 14 annas, the other 12 annas, a maund.

The pressure of the monopoly price upon maritime consumers investigated.

695. The outside average price in Bombay of a maund of Salt to consumers, on or near, the coast was taken to be 1 rupee; the outside

* 26 seers per annum for a Brahmin's family, which, at 3 seers for 2 measures, gives 17⅓ measures; whereas, the Board's estimate was 36 measures.

† Appendix K, No. 5. ‡ Appendix K, No. 6.

	Garces.
§ 1845–46	37,664
1846–47	38,231
1847–48	38,294
1848–49	38,930
1849–50	39,876
‖ 1839–40	37,562

¶ Average from 1821–22 to 1826–27, 39,494 garces.

** Appendix K, No. 10.

average price in Madras to the same class of consumers, may therefore be taken to be rupees 1 : 3 per maund. At this rate, and allowing 12 lbs. for the consumption per head per annum, each consumer's annual supply of Salt would cost him $2\frac{3}{4}$ annas, or in English money, 4*d.*; and this cost, assuming the average wages of agricultural labour at the lowest rate taken for Bombay, namely, rupees 2 per mensem, which is equal to rupees 24 per annum, would amount to the 140th part of his yearly earnings, or a tax upon his income of something less than $\frac{2}{3}$ per cent. Assuming 8 lbs. as the annual consumption, the cost would be reduced to 1 anna, 10 pies, or in English money $2\frac{1}{2}d.$, and the pressure upon the income to less than $\frac{1}{2}$ per cent.

696. Again, supposing, as in the Bombay case, a family of five persons, adults and children, to consume, at the rate of 8 lbs. each all round, 40 lbs. of salt per annum, and to earn between them only 3 rupees per mensem, and to pay the outside average price for their Salt—viz., rupees 1 : 3 annas per maund, the cost of the whole supply, even in this extreme case, would amount to only the 60th part of the yearly earnings, or an income tax of $1\frac{2}{3}$rds per cent.

697. The Board of Revenue estimate that 18 lbs. per head per annum is the average quantity of Salt that would be consumed if the price were not a hinderance;* but this is certainly much beyond a necessary quantity for a full grown man. Six seers, or 12 lbs. a-head has usually been considered a full allowance. Sir Thomas Munro's highest estimate, it has been seen, gives less than 9 lbs., and in the Bombay jails 7 lbs. is found to be a sufficient allowance. The Board also estimate the average wages of a labouring man at rupees 1 : 8 per month,† but even rupees 2 is probably a low average; at all events, supposing the average earnings of a single labourer to be only rupees 1: 8, rupees 3 cannot, even upon that estimate, be considered too high an average for the monthly earnings of a family of five persons.

The pressure of the monopoly price upon inland consumers investigated.

698. In the interior, the price of course rises in proportion to the distance from the coast. This, however, is due, not to the monopoly price, but to the cost of transit. The average retail prices which have ruled in every district, in every year from 1816-17 to 1852-53, are shown in a statement in the Appendix.‡ The district in which the price was highest in the latest year, 1852-53, as in all the previous years, was Bellary. The average price in that year was rupees 251 per garce of 120 maunds; but at this rate, supposing Salt were obtained free on the coast, it would still cost, in expenses of transit, rupees 131 per garce, on an average, in Bellary. Nevertheless, at the above price, which is equal to rupees 2 for a little more than 38 seers, or (say) a maund, the price in Bellary to a single consumer of 12 lbs. per annum is only $4\frac{3}{4}$ annas, and to a family of five persons, consuming 8 lbs. each all round, or 40 lbs. per annum, it is only 15 annas 10 pies; equal, in the former case, to a tax of $1\frac{1}{4}$ per cent on an income of rupees 24 per annum, and in the latter, to a tax of less than 3 per cent. on annual earnings to the amount of rupees 36.

The conclusion the Commissioner arrives at is, that the present monopoly price of one rupee per maund does not operate grievously upon any class of consumers.

699. It cannot be said, therefore, that, either on the coast or inland, the present monopoly price of rupees 120 per garce, or one rupee per maund, is so high as to debar the people from a sufficient supply of Salt. On the contrary, it must be admitted that, as in the Bombay Presidency a liberal supply is procurable, even in the dearest inland districts, by the most numerous classes, at a moderate expenditure in proportion to their earnings; or, if it is not, that the cause does not lie in the grievous pressure of the monopoly price.

It is always to be remembered that the population of the Madras Presidency have been relieved, since 1844, of 39 lakhs, and are about to be

700. It is also always to be remembered that the monopoly price was raised from rupees 105 to rupees 120 per garce, or from 14 annas to 1 rupee per maund, with the view of making up the Revenue relinquished by the entire abolition of the Transit Duties, and in consideration of the relief afforded to the people by that measure.

* See Appendix B, Paragraphs 131 and 141.
† See Appendix B, Paragraph 215.
‡ Appendix B, Enclosure No. 26; see also Appendix B, Paragraphs 110 and 111.

relieved of an additional 12 lakhs, in all of upwards of half a million of taxation, much more grievous than the impost on Salt.

The net Revenue relinquished exceeded 31 lakhs of rupees.* The net increase in the Salt Revenue has not been 9½ lakhs,† and a portion of this increase it may be supposed would have accrued, by increased consumption, if the price had not been raised, so that the whole cannot be placed to the higher price. In addition to the above, the Tobacco monopoly in Malabar and Canara, yielding a net Revenue of nearly 8 lakhs of rupees, was abolished on the 1st of January, 1853;‡ and it is in contemplation to relinquish the Moturpha tax, yielding a net revenue of nearly 12 lakhs of rupees.§ The population of the Madras Presidency have thus been relieved already, since 1844, of every vexatious tax to the net amount of about 39 lakhs of rupees, and when the remaining measure, of abolishing the Mohturpha collections, has been carried into effect, will have been eased of upwards of 51 lakhs, or more than half a million of much more oppressive and burdensome taxation than the impost on Salt. The Transit Duties alone, it is probable, used to add as much to the price of Salt in the interior as the monopoly profit now does.

The question whether a reduction in the monopoly price would eventually benefit the Revenue, investigated.

701. It has next to be considered whether a reduction in the price, by stimulating consumption and checking smuggling, might be expected eventually to benefit the Revenue.

The consumption of licit Salt per head in the Madras Presidency cannot be fixed.

702. The actual consumption of licit Salt per head, per annum, in the Madras Presidency cannot be fixed; because, even supposing the latest census of the population, taken in 1850-51, could be relied on as approximately accurate,‖ the other element in the calculation, namely, the proportion of the total quantity sold, consumed within the limits of the Presidency, is entirely wanting, except upon data not to be trusted. The total sales in the latest year 1852-53, exclusive of Salt sold for exportation by sea, amounted to 51,94,713 maunds; but how much of this quantity was carried inland beyond the Madras Presidency to other territories, British and Foreign, dependent for their supply on the produce of the Madras coasts, cannot, as explained in paragraph 597, be distinguished with sufficient accuracy for any practical purpose, though the distribution has been set down in the accounts as shown in paragraph 596, in the proportions given on the margin.¶

Such data as there are, show the consumption per head, within the limits of the Presidency to be a little over 12 lbs.

703. Supposing that the whole quantity sold (51,94,713 maunds) were consumed within the limits of the Presidency, the annual consumption per head, taking the population at 22,301,697, as shown by the census of 1850-51,** would be a little over 9⅓ seers, or 18⅔ lbs., but it is certain that a large proportion goes to supply foreign consumption. To notice only the larger tracts dependent for Marine Salt on the produce of the Madras coasts, there are Mysore, Hyderabad, Nagpore, and the hilly country lying between the Province of Cuttack and Behar, the population of which is set down, in tables prepared at the India House, from the latest estimates, and sent out to India in August last, at

* See Appendix B, Paragraph 221.

† Net revenue in the latest year (1852-53) at rupees 120 per maund .. 42,89,768
Net revenue in the latest full year (1842-43) at rupees 105 per maund 33,58,850

Increase 9,30,918

See Appendix B, Enclosure No. 3.

‡ See Appendix B, Paragraph 222.
§ See Appendix B, Paragraph 223.

‖ *Note.*—The Court of Directors have lately seen reason to mistrust the accuracy of the Madras census. See Letter to Government of India, No. 29, dated the 29th of August, 1855, Paragraph 4.

¶	Maunds.
Consumed within the Presidency	33,95,146
Supplied for inland consumption beyond the Presidency	17,99,567
Total	51,94,713

** See Appendix N.

21,243,536,* being a number nearly equal to the population of the Madras Presidency. In the Bombay Presidency, a similar calculation gives 24½lbs. as the average annual consumption per head, of which one-half, or 12¼lbs., is the computed consumption per head within and beyond the limits of the Presidency respectively.† In the Madras Presidency, about one-third, or 17,99,568 maunds, of the total quantity sold, is assigned to foreign consumption, and the remaining two-thirds, or 33,95,146 maunds, to the consumption of the Presidency. Taking this to be approximately correct, as it possibly may be on the whole, though no reliance is to be placed on the details, the present average annual consumption per head within the Presidency may be 6 ½ seers, or a little over 12 lbs., which must be considered a fair rate, especially if regard be had to the very extensive recourse to earth Salt; which is supposed to supply at least ¾ ths. of the illicit consumption of the Presidency; consumed, however, *not* because the people are driven, by the pressure of the monopoly price, to the use of an impure and unwholesome substitute for marine Salt, but because it is a good and wholesome condiment, the manufacture of which, though prohibited by law, is suffered from necessity, and which is everywhere untaxed, except lightly in the district of Bellary.

The Licit consumption has increased in the 47 years from 1806-7 to 1852-53, but apparently not in the ratio of the increase of population.

704. The average annual quantity of Salt sold in the first three years of the monopoly, from 1806-7 to 1808-9, at the price of rupees 70 the garce, was 34,14,560 maunds. The average annual quantity sold in the last eight years, ending with 1852-53, at the price of rupees 120 the garce, has been 48,46,681 maunds,‡ showing an average increase, in the 47 years, from 1806-7 to 1852-53, both inclusive, of 14,32,121 maunds, which quantity, at an individual supply of 6 seers, or 12 lbs. per head, is sufficient for the consumption of 9,547,473 persons. I do not know that the rate of increase of population for India has ever been satisfactorily calculated; but I should suppose that the population dependent for its supply of Salt on the produce of the Madras coasts must have increased to a greater extent than 9½ millions in the period of 47 years; and, if this be so, the rate of consumption has not been maintained; but to what extent it has fallen off (supposing it *has* fallen off, and not, indeed, increased), it is impossible, with no satisfactory knowledge of the number of the population at the two ends of the period, or of the ratio in which population increases in India, to determine.

In the last 8 years, since the monopoly price was raised to rupees 120 per garce, or 1 rupee per maund, the consumption has increased in greater ratio than the population.

705. In like manner, the average quantity of sold Salt in the eight years, terminating with 1852-53, since the price was augmented to rupees 120 per garce, has risen from 42,09,476 maunds, the average of the previous 15 years, when the price was 105 rupees per garce, to 48,46,681 maunds,§ giving an increase of 6,37,205 maunds, which quantity, at an individual supply of 6 seers, or 12 lbs., a head, is sufficient for the consumption of 4,248,033 persons. In this last period of eight years, therefore, I suppose that the consumption has been more than maintained, that is to say, has increased in greater ratio than the population, as it is scarcely possible that the population can have increased to the extent of 4¼ millions in eight years.

The Commissioner is of opinion that the rate of Excise for the Madras Presidency should be fixed at 12 annas a maund, and that in the meantime

706. There is certainly, as it appears to me, no call, in any point of view, for any sacrifice of the Madras Salt Revenue; but as the rate of Excise Duty in the Bombay Presidency is 12 annas per maund, and as a reduction of the Madras net profit to that rate will not be attended even with immediate loss, if earth Salt be brought under Excise regu-

* Mysore	3,300,000
Nizam's Dominions	10,666,080
Nagpore	4,650,000
S.W. Frontier, viz., Sumbulpoor, &c.	2,627,456
Total	21,243,536

In the copy of the tables furnished to me the population of Mysore is set down at only 300,000, but this must be a clerical error for 3,300,000.

† See Paragraph 433. ‡ See the Table at Paragraph 684.
§ See the Table at Paragraph 684.

the monopoly price should be reduced to 14 annas a maund, or rupees 105 per garce, so as to equalise the net profit in Madras with the Excise Duty in Bombay.

lations, nor, I think, with eventual loss, if it be not, I am of opinion that the rate of Excise for the Madras Presidency should be fixed at the rate prevailing in the Bombay Presidency, namely, 12 annas per maund, and that the monopoly price should, in the mean time, be brought down to the old rate of rupees 105 a garce, or 14 annas a maund, so as at once to equalise the net profit in Madras with the Excise Duty in Bombay. This involves a reduction of $\frac{1}{7}$th, or about 14 per cent., on the present average net profit of 14 annas per maund, and a sacrifice of net Revenue to the amount of rupees 5,82,629, calculating the per centage on the average net receipts of the last eight years, namely, rupees 41,61,636; but this sacrifice on marine Salt should be very much more than made good by the proposed Excise on Earth Salt. I cannot but think that an Excise upon Earth Salt in common with Sea Salt would be a very proper measure to introduce, especially at a time when the population have been relieved of 8 lakhs, and are about to be relieved of an additional 12 lakhs, of vexatious taxation. At the same time, this extension of the tax to Earth Salt, affords, in itself, a sufficient ground for a general reduction of the price. And, finally, the Board of Revenue are "in favour of a reduction of the price, being under the conviction that the consumption would be much greater, and that it would supersede, to a considerable extent, the use of Earth Salt, which, as far as it is consumed, detracts from the Salt Revenue."* Mr. Goldingham, the second member of the Board of Revenue, would apparently reduce the monopoly price, not the *net profit*, to 12 annas a maund, or 25 per cent.;† but that would bring the net profit $16\frac{1}{4}$ per cent. below the Bombay Excise Duty, which appears to me to be quite uncalled for. Mr. Maltby, the third member, does not state the reduction he would advise; but contemplates, apparently, the same, or a greater, diminution.‡

The monopoly price being reduced to 14 annas a maund, corresponding reductions should be made in the rates of Sea and Land Import Duty.

707. If the reduction of the price to rupees 105 a garce, or 14 annas a maund, now proposed, should be carried out, the Sea Import Duty on Foreign Salt should be fixed, in modification of the rates proposed in paragraphs 669 and 670, in Excise districts, at 12 annas a maund, and in other districts, pending an Excise, at 13 annas per maund on the Coromandel coast, and 12 annas a maund on the Malabar coast; or, if a single rate be preferred, at the lower rate of 12 annas a maund for all ports on both coasts; the Land Import Duty being fixed at 12 annas a maund, in modification of the rate of 13 annas, proposed in paragraph 671.

The allowance of a drawback on Salt conveyed inland, and the formation of Inland Salt Depôts, considered objectionable.

708. It has been from time to time a question, whether the pressure of the monopoly price on the inland population ought not to be lightened, either by the allowance of a drawback on Salt conveyed a certain distance into the interior, or by the establishment of Government depôts, in various parts of the country, at which Salt should be sold at the monopoly price. The subject is fully discussed in paragraphs 188 to 197 of the Memorandum of the Board of Revenue.§ The formation of depôts is also advocated in a Minute of Council by Mr. Thomas,‖ and is favoured by the Court of Directors.¶ I entirely concur in the objections taken by the Board of Revenue to both these measures, and in the pertinent remarks of Mr. Dalzell on the subject, in his reply to the letter circulated by the Commissioners for the Affairs of India, in 1832.** I can recognise no title that the inland population have to be relieved from the natural consequences of situation, by special arrangements in their favour. It is the transit charges, interest on capital, slower returns, insurance against loss and wastage, for longer distances that necessarily fall on the more remote consumers, and on what principle the Government should interfere to relieve them from these unavoidable consequences of position, I am at a loss to comprehend. The Court, though they now seem

* See Appendix B, Paragraph 217.
† See Appendix E, No. 33, Paragraphs 21 to 23.
‡ See Appendix E, No. 34, Paragraphs 7 and 8.
§ Appendix B. ‖ Appendix K, No. 6, Paragraphs 20 to 22.
¶ Appendix K, No. 10, Paragraph 9. ** See Appendix K, No. 12.

favourable to Mr. Thomas's proposition for the formation of depôts, appear to me to have taken exactly the correct view, in 1823, when they objected to a scheme for allowing drawbacks, on the ground that it was equivalent to defraying the cost of carriage to the more distant consumers; and that no good reason existed why this should be done in the case of Salt, more than in that of any other article of equal importance.*

The inland population do not at present labour under any disadvantage in the article of Salt, but the contrary.

709. Nor do the inland population, for whose benefit these measures are advocated, in fact, labour under any disadvantage. On the contrary, inquiry has now shown that, in the article of Salt, they are better off than the maritime population, inasmuch as in Earth Salt they, preferentially, consume as good a condiment as Sea Salt, tax free. The proper course, unquestionably, appears to be to bring the manufacture of Earth Salt, everywhere, under Excise regulations, so long as the tax on Sea Salt is maintained, the one article being as pure and wholesome as the other.

The introduction of a system of retail sales of Salt by the Government into the interior districts considered objectionable.

710. It has been seen that, with the view of superseding the use of Earth Salt, the Court of Directors desired the Madras Government to ascertain, in communication with the Government of Bengal, whether it would be practicable to introduce into the interior districts of the Madras Presidency the system of retail sales of Salt by the Government, at reduced prices, in force in the manufacturing districts of Bengal.† The measure is scarcely different from the proposition to establish Government depôts, and is open to the same objections. Moreover, it would not, I think, be practicable. To carry it out, it would be necessary to establish Government shops, at a distance from the manufacturing grounds, all over the interior of the country. It seems scarcely desirable that the Government should be concerned in such petty transactions and interference with the trade; and it may be doubted, I think, whether the system has worked so advantageously in Bengal for the interests of the revenue, and the welfare of the Molunghees, as the Court believe, and as is generally supposed. On these grounds I propose to consider, in the Bengal part of this report, whether it would not be better, at once and entirely, to abandon the system of retail sales, even in Bengal.

Under a system of Excise there would be no room for such expedients as drawbacks, depots, and retail sales, the proper measure is to improve the communications.

711. In a natural state of things, such as it is proposed to establish by the abolition of the monopoly, and the substitution of a system of Excise upon the manufacture, there would be no room for such expedients as drawbacks, depôts, and retail sales; the inland consumer would necessarily have to pay more for sea Salt than the maritime consumer, and this latter would be compelled to pay the same rate of tax as all other Salt consumers. The legitimate and the surest mode of cheapening the price of Salt in the interior of the country, and of increasing the Revenue derived from its consumption, is to improve the communications from the coast, and throughout the interior. This has been well shown in paragraphs 400 to 406 of the first Report of the Madras Public Works Commissioners.‡

SECTION V.

RECAPITULATION.

Recapitulation of the measures recommended in the foregoing Sections.

712. THE following are the measures which have been recommended in the foregoing Sections of this part of the Report, relating to the Madras Presidency:—

The system of making advances to the manufacturers to be discontinued.

First. The immediate and total discontinuance of the present system of making advances to the manufacturers of Salt.

* See Appendix B, Paragraph 196.

† See Paragraphs 571 and 572; also, Appendix G, No. 8, Paragraph 16; and K, No. 10, Paragraph 12.

‡ See Appendix G, No. 9.

Excise to be gradually substituted for monopoly throughout the Presidency, upon the Bombay plan.

Second. Immediate measures for the gradual substitution throughout the Madras Presidency, of a system of Excise upon the manufacture of Salt, upon the general plan of the Bombay Salt Excise, in lieu of the monopoly.

Manufacture under Excise regulations to be permitted at once in Malabar.

Third. Immediate permission to manufacture Salt under Excise regulations, in the district of Malabar.

The same in Canara, the monopoly manufacture being relinquished.

Fourth. Immediate relinquishment of the monopoly manufacture, and simultaneous permission to manufacture under Excise regulations, in the district of Canara, the whole quantity of Salt required for the consumption of the district, and not supplied by private manufacture or importations, being purchased, as the additional supply for the service of the monopoly now is, from Bombay.

Excise to be substituted at once in the Madras Collectorate.

Fifth. Immediate measures for the substitution of the Excise system in the Madras Collectorate.

Swamp Salt to be brought under Excise regulations.

Sixth. Salt Swamps to be rented out under Excise regulations.

Earth Salt to be brought under Excise regulations.

Seventh. The manufacture of earth Salt to be brought under Excise regulations, upon the Bengal plan, in the districts of Bellary and Kurnool, in the supersession of the Mohturpha Tax now levied on the manufacturers; in Cuddapah, and in every other district in which Earth Salt can be produced; all manufacture, except under an Excise licence, being strictly prohibited.

Importations of Earth Salt from Poodoocotta and Mysore to be prevented or taxed.

Eighth. Simultaneous measures to be taken to prevent, or to levy Customs upon, the importation of Earth Salt into the districts of Tanjore and Madura from the intermediate independent State of Poodoocotta, and into the district of Canara from Mysore.

Earth Salt to be Excised at the same rate as Sea Salt.

Ninth. The same rate of Excise Duty to be levied on Earth Salt as on Sea Salt.

The manufacture of Earth Salt to be left free, if it cannot be Excised or suppressed.

Tenth. If it should be found impracticable to introduce an Excise upon the manufacture of Earth Salt, or to suppress the manufacture altogether, the Mohturpha now levied on the manufacturers in Bellary and Kurnool to be nevertheless relinquished, and the manufacture to be left absolutely free.

Salt to be offered for exportation by sea wherever it is manufactured at its actual cost at each place.

Eleventh. Madras Salt to be at once made available for private exportation, by sea, not at certain ports only, but wherever it is manufactured; and not at one average price for the whole Presidency, but at its actual cost at each place.

Bengal Indents to be supplied at the actual cost at each place.

Twelfth. Madras Salt required for the service of the Bengal monopoly to be debited to that Presidency, at its actual cost at the place from whence it may be supplied, its conveyance being separately contracted for, or effected by taking up vessels for the purpose.

The restriction in regard to Tonnage not to be re-imposed.

Thirteenth. The restriction in regard to the tonnage of vessels to be employed in the transport of Madras Salt, temporarily removed, not to be re-imposed.

The rate of Sea Import Duty to be raised to 15 annas and 13 annas per maund.

Fourteenth. The rate of Sea Customs on Foreign Salt imported into the Madras territories to be fixed, for the Coromandel coast, at 15 annas, and for the Malabar coast, at 13 annas per maund, in substitution of the present uniform rate of 12 annas per maund.

Or, if a single rate be desired, at 13 annas.

Fifteenth. If it be deemed more convenient to fix a single Rate for the whole Presidency, the lower rate of 13 annas per maund to be adopted,

The rate of Land Import Duty to be fixed at 13 annas per maund.

Sixteenth. The Rate of Land Customs on all Foreign Salt imported into the Madras territories to be fixed at 13 annas per maund.

The annual payment to the French Government to be debited in future to Madras.

Seventeenth. The annual payment of 4 lakhs of sicca rupees, made to the French Government under the Convention of the 7th March, 1815, not to be debited in future to Bengal, but altogether to Madras.

The unlimited range of inquisition to which Salt is now liable by law, to be curtailed.

Eighteenth. The unlimited range of inquisition, to which Salt is now liable by law, to be curtailed. The Permit to provide for a protection only to the limits of the establishment; to be there taken and

cancelled; and beyond those limits no interference whatever to be allowed with Salt in transit, or in store, except in illicit Salt Works.

Salt Laws to be remodelled.

Nineteenth. The Laws relating to the Salt Revenue to be remodelled, and adapted to the proposed new system.

The control of the Salt and Abkaree Revenue to be placed under separate management.

Twentieth. The control of the Salt and Abkaree Revenue to be withdrawn from the management of the Collectors, and entrusted to that of separate officers, upon the plan of the Salt system which now prevails in Bombay, or of the Abkaree system which was lately in force in Bengal.

The rate of Excise Duty to be fixed at 12 annas per maund.

Twenty-first. The rate of Excise Duty for the Madras Presidency to be fixed at the Rate prevailing in the Bombay Presidency, namely, 12 annas per maund.

The present monopoly price to be reduced to 14 annas per maund.

Twenty-second. The present monopoly price of rupees 120 per garce, or 1 rupee per maund, to be reduced at once to the old rate of rupees 105 per garce, or 14 annas per maund, so as to equalise the net profit in Madras with the Excise Duty in Bombay.

If the monopoly price should be lowered to 14 annas per maund, the sea and land import rates of Duty to be altered to correspond.

Twenty-third. If the monopoly price should be lowered, as now proposed, to rupees 105 a garce, or 14 annas a maund, the Sea Import Duty on Foreign Salt to be fixed, in Excise districts, at 12 annas a maund; and in other districts, pending an Excise, at 13 annas a maund on the Coromandel coast, and 12 annas a maund on the Malabar coast; or, if a single Rate be preferred, at 12 annas a maund for all ports on both coasts, the Land Import Duty being fixed at 12 annas a maund.

A system of drawback, or of inland depôts, or of retail sales in the interior, not to be introduced.

Twenty-fourth. A system of drawback on Salt conveyed a certain distance inland, or of Government depôts at all the large towns, or of Government retail shops in all the interior districts, not to be introduced.

Inland communications to be improved.

Twenty-fifth. The communications from the coast to the interior to be improved.

Part III.

ON THE SUPPLY OF SALT FOR THE PRESIDENCY OF BENGAL.

SECTION I.

ON THE RISE, PROGRESS, AND PRESENT STATE OF THE SALT REVENUE SYSTEM.

The system on which the Revenue from Salt is now derived in Bengal.

713. THE system on which the Revenue from Salt is now derived in Bengal, is in strict conformity with the recommendations of a Select Committee of the House of Commons, which was appointed in 1836 "to inquire into the supply of Salt for British India," but which in fact restricted its Report to the Salt Revenue System of the Lower Provinces of the Bengal Presidency.

The system and rates of Tax under the Mahommedan Government. The first system and rates of Tax under the East India Company's Government.

714. Under the Mahommedan Government an *ad valorem* duty of five per cent. was levied from Hindoos, and one of two and a half per cent. was levied from Mahommedans, upon all Salt passing the town of Hooghly on its way into the interior of the country. This must have included nearly all the Salt consumed in the Lower Provinces, excepting what was consumed in the eastern districts of Bengal Proper. After the Company's Government acquired possession of the district in the neighbourhood of Calcutta, it imposed a Salt Tax in the double form of ground rent for the Khalarees or Salt Works, and transit duty; but these were soon afterwards, viz., about the year 1762, consolidated into one duty of 30 rupees upon every khalaree, the estimated produce of each khalaree being from 250 to 300 maunds of Salt. To this duty was subsequently added a further tax of 10 rupees on every 100 maunds of salt manufactured. The quantity of salt paying this duty annually was about 25,00,000 maunds, on which the duty should have amounted to something less than 20 rupees for every 100 maunds. But owing to malversation and mismanagement, there is no doubt that a small proportion only of this duty ever reached the exchequer. At that time the Company's servants, and other British subjects (described as free merchants and others) claimed and exercised the privilege of trading with the interior of the country without paying the duties levied by the native Government on native traders. The principal articles of which this privileged trade consisted were Betel-nut, Tobacco, and Salt; but it is worthy of note that Salt was considered so far an exceptional article, that on it, and on it alone, a duty *was* paid to the native Government even by these privileged traders. On Salt, over and above the duty that was, or ought to have been, paid to the Company, a duty of 5 per cent, *ad valorem*, (raised for a short time to 9 per cent,) lowered afterwards by a Treaty with Jaffier Ali Khan the Subahdar to $2\frac{1}{2}$ per cent., was paid to the native Government, on its transit into the interior of the country. In February 1764, the Court of Directors ordered this privileged system, which had of course given rise to the most extreme abuses, to be strictly confined to their own servants of five years standing and upwards, and to be duly regulated in their case. This privilege was regarded as an emolument of office. In a dispatch dated the 1st of June, 1764, the Court of Directors ordered these instructions to continue in force "until a more equitable and satisfactory plan" could be formed and adopted; and their Government in Bengal was

further ordered, having "a particular regard to the interest and entire satisfaction of the Nawab, both with respect to his revenues and the proper support of his Government," to form and submit for approval "a proper and equitable plan for carrying on the said trade," such plan to be settled with the Nawab's free will and "consent, and in such a manner as not to afford any just grounds for complaint."

Constitution, by Lord Clive's Government, of the "Exclusive Company" for inland trade in Betel nut, Tobacco, and Salt, and the Court's disapproval of the same.

715. In the year 1765, after the assumption, under the Emperor's firman, of the Dewanee of Bengal, Behar, and Orissa, (which was in effect the assumption openly of the direct administration of these provinces), Lord Clive's Government constituted an "Exclusive Company," managed by a Committee nominated by Government, for inland trade in Betel-nut, Tobacco, and Salt; the whole profits of which were divisible, as official emoluments, in certain specific shares, varying according to the seniority of the sharers, amongst the servants of the Company, including all classes, viz., civil, military, medical, and ecclesiastical. This measure constituted a complete monopoly of trade in these three articles over these provinces; and in the article of Salt it seems to have also constituted in effect a monopoly of manufacture. A duty was assigned to the East India Company, payable by the "Exclusive Company," of 10 per cent. on the prime cost of betel nut, 25 per cent. on the prime cost of tobacco, and 35 per cent., *ad valorem*, on Salt, valuing Salt at Arcot rupees 90 for every 100 maunds. The Court of Directors wholly disapproved of the formation of this Company. They observed that it was neither consistent with the honour nor the dignity of the East India Company to promote such an exclusive trade, and they repeated the opinion they had formerly expressed that every one concerned in the inland trade, even before the receipt in India of their orders of June 1764, had been guilty of a breach of his covenants. Their dispatch on this occasion, dated the 17th of May, 1766, contains the following passage, which shows the principle by which they required their Government in Bengal to be guided. "We consider it as too disgraceful, and below the dignity of our present situation, to allow of such a monopoly; and were we to allow of it under any restrictions, we should consider ourselves as assenting and subscribing to all the mischiefs which Bengal has presented to us for these four years past. At the same time we do not mean that the ancient duties upon those commodities, which constitute part of the revenues of Bengal, should be abolished; but we leave the adjustment of those duties to your judgment and consideration."

Changes of system under which the monopoly of the "Exclusive Company," in the trade of Salt, was continued for another year, notwithstanding the Court's prohibition.

716. Under these orders the "Exclusive Company" ceased to have any concern with the trade of betel nut and tobacco from the 1st of September, 1767; but under certain changes of system the monopoly of that Company in the trade of Salt was continued by Lord Clive's Government for another year. By this new arrangement it was provided that Salt should be sold wholesale to the public at Calcutta and certain places of manufacture at a price not exceeding 2 rupees a maund, and all Europeans, whether servants of the East India Company or not, and the servants of all Europeans, were prohibited from being concerned in the sale of Salt, except in the first sale, at the specified places, on account of the "Exclusive Company." The duty payable to the East India Company was, at the same time, raised from 35 to 50 per cent.; and an abortive attempt was made to fix, in the districts of the interior, respectively, maximum rates at which Salt was to be sold by native retailers. The profits remained divisible in certain fixed shares amongst the Company's servants.

The Court of Directors still disapproved, and insisted that the manufacture of, and trade in Salt, should be perfectly open to all natives, subject to the payment of a moderate tax on the article.

717. This arrangement was also disapproved by the Court of Directors, who, in a dispatch dated the 20th of November, 1767, insisted that no European, whether in or out of the Company's service, should be allowed to have any concern in the manufacture of, any more than in the trade in, Salt; and that the manufacture and trade should be perfectly open to all natives, provision being made for the payment of such a tax on Salt as should not raise its wholesale price beyond sicca rupees 140 for every 100 maunds.

The open and free system, ordered by the Court, was introduced in 1768, and continued till 1772; but the result, owing, in a great measure, to the continued malversations of the Exclusive Company, was very unfavourable to the Government Revenue.

718. Under this plan a revenue of £100,000 a-year at least, which was not to be allowed to exceed £120,000 a-year at most, was anticipated. This, it will be observed, was equivalent to an order to introduce the system of free manufacture and trade under an Excise tax. Regulations for carrying these orders into effect were promulgated by the Bengal Government on the 7th of October, 1768; under which the only restrictions imposed on manufacturing were, that (with a view to the prevention of monopoly) no one person should make more than 50,000 maunds; and that all the Salt manufactured should be brought to one or other of two specified places, to be there taxed with the Excise Duty, which was fixed at 30 sicca rupees for every 100 maunds. Under this open and free system, the Salt trade continued till 1772; but the result was very unfavourable to the Government revenue, which fell from £118,926 in 1766-67, the last year in which the "Exclusive Company" had the exclusive manufacture of Salt, to £16,907 in 1769-70; £70,914 in 1770-71; £61,663 in 1771-72; and £45,027 in 1772-73. The Salt Revenue of 1768-69, the last year in which the "Exclusive Company" were *authorized* to manufacture Salt, is not distinguishable. But a very large part (if not the whole) of this decrease of revenue must be attributed to the malversations of the "Exclusive Company," which, long after its authority to manufacture had ceased, on pretence of selling off its old stock of Salt, interfered with the business of the honest trader; and which, in six years from its constitution in 1765, smuggled Salt to such an extent as to defraud the Government of duty to an aggregate amount estimated by the Committee of Secrecy in 1773 at upwards of 40 lakhs of rupees.

In 1772, Mr. Hastings' Government again assumed the management of the manufacture of Salt, for the benefit of Government; but the complicated farming system introduced failed.

719. In 1772, in order to restore the revenue, Mr. Hastings' Government resolved again to assume the management of the manufacture of Salt for the benefit of Government. For this purpose a complicated set of regulations was introduced. Under these regulations, the Salt merchants were required, year by year, to agree before hand to take a certain quantity of Salt at certain manufacturing places, advancing three-fourths of the cost. The Salt Works were leased for a term of five years to farmers, who undertook, on receiving the said advances, to supply, on account of Government, the quantity of Salt annually specified, under condition of paying a penalty for supplying less, and receiving a premium for supplying more. Orders for delivery of the Salt, when made, were given to the Salt merchants, on their paying the balance of the price, and the duty put upon it. Under this system the revenue realized was £229,192 in 1773-74 and £130,206 in 1774-75. But, in 1775-76, there was *a loss* of £1,473. This failure must be attributed mostly to the corruption of the chief local officers who reserved particular Salt farms for their own use, and divided the profits amongst themselves and their assistants.*

In 1777, the simple farming system was adopted, but this also did not succeed.

720. In 1777, the simple farming system was adopted. The Salt Mehals, each Mehal including a number of Khalarees, or Salt Works, were farmed on the best terms procurable, the system of advances, required from the merchants and given to the manufacturers, being put an end to. Under this plan the revenue was £139,012 in 1776-77; £54,160 in 1777-78; £63,697 in 1778-79; £32,237 in 1779-80; and £8,427 in 1780-81.

In 1780, Mr. Hastings framed the Agency system in operation, fundamentally, at the present day.

721. Under the leasing system, the Molunghees, as the Salt makers in Bengal are called, suffered severely from the oppressions of the farmers; but with the year last mentioned above, the continued abuses and the succession of failures, which had characterized from the commencement the administration of the Salt Revenue in Bengal, came to an end. In a Minute dated the 9th of September, 1780, Mr. Hastings framed a system, which is fundamentally the same as that in operation at the present day. Under this scheme, the Salt-producing tracts were divided into distinct Agencies, over each of which a civil officer of rank presided, being himself made subject to a Comptroller,

* See Report of the Select Committee of the House of Commons prepared in 1783.

to whom the whole department was subordinate. The Comptroller and the Agents, in addition to their salaries, were allowed a commission of 10 per cent on the net profit derived by Government under their management, and they were restricted by oath to their authorized allowances. The Molunghees received advances from the Agent at the beginning of the season, stipulating to deliver their Salt, when made, to him, on account of Government, at a price agreed upon, and being prohibited from selling it to any other person. The Agent stored the Salt, and sold it to wholesale dealers, at a price to be fixed from year to year by Government. The difference between the contract price agreed upon by the Molunghees, and the fixed price at which it was delivered from store to the Salt merchants, was in effect the duty taken upon the Salt. The Salt cost Government 8, 12, or 14 annas a maund, according to the agreements with the Molunghees at the different places of manufacture; the sale price to merchants was fixed at 2 rupees a maund; so that the duty was from 1 rupee 2 annas, to 1 rupee 8 annas a maund.

This assumption of a strict monopoly was thus gradually forced upon the Government.

722. This assumption of a strict monopoly over the manufacture, as well as the sale, of Salt, would thus appear to have been gradually forced upon the Government, partly for the improvement of the Revenue, and partly for emancipating the Molunghees from the cruel oppressions of the native capitalists, who, previously to the system introduced by Mr. Hastings, in 1780-81, contracted to manufacture Salt on account of Government.

The new system was completely successful. In 1788, Lord Cornwallis established the Salt sales by public auction in Calcutta.

723. The new system was completely successful. The net Revenue at once rose from £8,427 in 1780-81 to £296,013 in 1781-82, and in 1784-85 the receipts reached the unprecedented amount of £625,747. But having declined in the two subsequent years to £457,687, Lord Cornwallis, in 1788, established the Salt sales by public auction at Calcutta, and from this period the Revenue continued to rise.

In the same year a set of regulations were promulgated for the protection of the Molunghees.

724. In the same year a set of regulations were promulgated by Lord Cornwallis's Government, which, as observed by the Select Committee of the House of Commons on the affairs of the East India Company, in their fifth Report, "Do not alter the general plan of the monopoly as above introduced, but are calculated to remove all compulsion from the manufacturers, and to guard them from the imposition of the intermediate native agents standing between the European Covenanted Servants of the Company and the labourers in the manufactory." In the same Report, written in 1812, the Committee notice with satisfaction that the average net Revenue of the last three years, under the new system, had risen to sicca rupees 1,17,25,700, or £1,360,180.*

The Salt Laws enumerated.

725. The Regulations of 1788, with some improvements, were enacted into the Code of 1793, as Regulation XXIX of that year. This Regulation has been repealed, but its more important provisions have been reenacted and are still in force. The subsequent Regulations passed, bearing upon this subject, are the following:

Of 1793	..	Regulation 29	..	Repealed.
„ 1795	..	„ 52	..	„
„ 1798	..	„ 4	..	„
„ 1800	..	„ 4	..	„
„ 1801	..	„ 6	..	„
„ „	..	„ 12	..	„
„ 1803	..	„ 48	..	„
„ 1804	..	„ 6	..	„
„ „	..	„ 7	..	„
„ 1806	..	„ 9	..	„
„ 1810	..	„ 9	Sect. 18	„
„ „	..	„ 17	..	„
„ 1814	..	„ 22	..	„
„ 1817	..	„ 15	..	„
„ 1819	..	„ 10		
„ 1824	..	„ 1		
„ 1826	..	„ 10		

* See Appendix D, No. 1.

Of	1829	..	Regulation	16	.. Repealed.
„	1835	..	Act	9	
„	1838	..	„	2	.. Repealed.
„	„	..	„	29	
„	1843	..	„	14	
„	1848	..	„	16	
„	1849	..	„	13	
„	1851	..	„	3	

The great increase of Net Revenue was owing, in large part, to the substitution, by Lord Cornwallis's Government, of quarterly sales of limited quantities, to the highest bidder, for sales to unlimited extent, at fixed prices.

726. A large part of the increase of net Revenue noticed above was not due merely to the improved system introduced by Mr. Hastings's Government; it was also owing to the substitution, by Lord Cornwallis's Government, of a plan of quarterly sales at auction, to the highest bidder, of limited quantities, for the plan of sales to an unlimited extent, at fixed prices. The grounds for this change of plan, and its results, are thus explained in a note by Mr. Secretary Prinsep, dated the 20th of June, 1837. "It used then to be a common speculation for great capitalists to club together, and buy at once all the Salt in the Golahs of certain divisions of the country. It was in order to break down this species of sub-monopoly, and to obtain for Government the further profit realized under it, that the Government, in 1789 or 1790,* hit upon the expedient of Auction Sales in lots of 500 maunds, and their gradual effect has been to screw up the tax from 1 rupee, or 1 rupee 8 annas, the rate assumed by Warren Hastings, to 3 rupees, the rate latterly realized on pungah, or boiled, Salt; and this enhanced rate has been realized, not only without any attempt on the part of Government to operate on the supply and demand, by diminishing the quantity given out for consumption in order to raise prices, but accompanied by a regularly increased supply, the Government having deemed itself to be under obligation to extend the supply to the utmost; and having pushed this principle so far that when at last it was deemed expedient to revert to sales at fixed prices, there was an entire half year's supply † in store and paid for in advance, for which the purchasers had yet found no market." It is to be observed that the duty of 3 rupees mentioned in this extract is a duty of 3 sicca rupees; the equivalent of which was roughly taken at three Company's rupees and a quarter.

The other effect of the Auction system was to establish a sub-monopoly upon a large and firm basis.

727. The system of Auction Sales of limited quantities of Salt entirely failed to break down any sub-monopoly. On the contrary, it established a sub-monopoly upon a large and firm basis, such as would have been impossible, under a system of fixed prices, and really unlimited quantities. But it had the effect of obtaining for Government, at the expense of the consumers, a share of the profit of the sub-monopoly in the enhanced sale prices of Salt.

Great fluctuations also occurred in the sale price, in the quantities annually exposed to sale, and in the stock of purchased, but uncleared, Salt in hand at the close of the year; and in 1835-36 the large and increasing importations of Foreign Salt, for private sale, presented a new element of difficulty.

728. Under the Auction system great fluctuations occurred in the sale price, in the quantities annually exposed to sale, and in the stock of purchased, but uncleared, Salt, in hand at the close of the year. In 1790, at the commencement of the Auction system, the annual quantity sold was 31,09,000 maunds, which was all cleared out within the year, at the average price of sicca rupees 243 : 8 annas per 100 maunds. In 1794, the quantity sold was 34,00,000 maunds, at the average price of sicca rupees 301 : 12; but 3,79,000 maunds were left uncleared at the close of the year. In 1795, the quantity sold was 36,00,000 maunds, at the average price of sicca rupees 287 : 4; and, 2,01,076 maunds were left uncleared at the close of the year. The quantity sold, the price, and the uncleared stocks, all continued to increase up to 1822, when the quantity sold was 46,00,000 maunds, at the average price of sicca rupees 419, and 12,96,445 maunds were left uncleared at the close of the year. The maximum amount sold was in the three following years, in each of which 50,00,000 maunds were sold at auction, at average prices varying in each year from sicca rupees 391 : 12, to sicca rupees 352 : 12; the uncleared stock increasing to 17,38,848 in 1826. From this time the demand gradually fell off until 1834, when only 44,00,000 maunds were sold, at the average

* Should be 1788.

† 22 lakhs of maunds.

price of rupees 372, and the uncleared stock of sold Salt amounted to 22,51,755 maunds, equal to more than half a year's consumption, at the rate of consumption then existing. In the year 1835-36 a new element of difficulty began to affect the system of auction sales, namely, the importation for private sale of large (2,84,858 maunds in that year) and rapidly increasing quantities of Foreign Salt. The Government, of course, had no means of limiting the quantity of *this* Salt thrown into the market in any year.

729. In a dispatch, dated the 11th of July, 1827, the Court of Directors wrote as follows:—"We wish you to consider whether, instead of periodical sales, the public might not be supplied, on demand, with Salt from the Government warehouses, at a price, to be fixed from time to time by the Government, whereby the subordinate monopoly of the Salt merchants, who now purchase the Salt in large quantities at those sales, would be prevented, and Salt would not be liable to those excessive fluctuations in supply and in price to which the article is now subjected. We only throw out these suggestions for your consideration. We are most anxious that a limit should be put to the rate of the tax, and that the people should have the benefit in reduction of price, of any increase of sale which the progress of demand may produce." In consequence of these suggestions, there had been, during the latter years of the period above-mentioned, much discussion regarding the soundness and expediency of the auction system. But in 1835-36; this system was admitted on all hands to be untenable; and in the month of February, 1836, auction sales were discontinued, and Mr. Hastings's original system, of sales at fixed prices in unlimited quantities, was reverted to. The duty on the importation of Foreign Salt for private sale had been fixed at 300 sicca rupees per 100 maunds, in 1817, by the Regulation XV of that year; before which time such importation was altogether prohibited; and this duty (by the Customs' Act No. XIV. of 1836) was converted into the nearly equivalent Duty of 325 Company's rupees, about the time when sales at fixed prices were re-introduced. When this measure was resolved upon, the sale prices of Bengal Salt were fixed at various rates, according to the average auction prices of the Salt of the different Agencies for the last ten years; and varied from Company's rupees 469 to Company's rupees 385 per 100 maunds.

In 1827, the Court of Directors questioned the soundness and expediency of the Auction system, which was abandoned in February, 1836, and Mr. Hastings' original system of sales at fixed prices, in unlimited quantities, reverted to. The rate of Import Duty, and the range of fixed sale prices at the time, stated.

730. This was the position of things when, on the 19th of May, 1837, the above-mentioned Report of the Select Committee, bearing date the 2nd of August, 1836, was received in this country, with a dispatch of the Court, dated the 4th of January, 1837.* The Select Committee, in this Report, state that they have not been convinced by the evidence before them, that the same amount of Revenue that is realized by the Bengal Salt monopoly may not be collected, with equal security, and with great advantage to the consumer and to commerce, by a combined system of Customs and Excise; they express a conviction that, however modified the monopoly may be, the evils of the system can never be eradicated but by its extinction; and they commend to the early and serious attention of the Government, as a measure by which they believe that the interests of the consumer and of the Revenue will both be ultimately best secured, "a considerable reduction of the Duty, under a system of free competition." Though, holding these opinions, they say that they do not wish to go further at that time than to call upon the Government to give to the Excise and Customs' system most serious and early attention. But they submit with confidence certain recommendations for the modification of the details of the system understood by them to be then in force; which recommendations in the Court's dispatch above-mentioned are thus analysed, and set out in order. The Court say—"The practical recommendations of the Committee are:—

In this position of things, the Report of the Select Committee of 1836 was received in this country from the Court of Directors on the 19th of May, 1837. The opinions of the Committee stated, and their recommendations analysed and set out in order.

"*First.* That the system of public periodical sales should be abolished.

* See Appendix D, No. 3.

"*Second.* That the Golahs should be kept open at all times for the sale of Salt in quantities not less than 100 maunds.

"*Third.* That the price to be paid by the purchaser should be fixed at the cost price to Government added to a fixed Duty.

"*Fourth.* That the import into Calcutta of Salt manufactured in any other country than the districts subject to the Bengal monopoly should be permitted, such Salt to be sold at such times as the proprietors may please, in quantities not less than 100 maunds.

"*Fifth.* That such imported Salt should be subject only to the same Duty, as that sold by the Company, and no other Duty or charge whatever, except a fair and reasonable Rent on such Salt as may have been bonded.

"*Sixth.* That the Duty to be imposed should not exceed the average rate of the net profit of the Company's monopoly for the last ten years."

The narrative has shown that all the recommendations of the Committee, except those on the third and sixth points had been anticipated by the spontaneous action of the Bengal Government.

731. The above narrative has shown that the main feature of the modifications recommended by the Select Committee had been spontaneously adopted in India, about six months before the Committee made their Report. As regards the first and second points enumerated above, the system of public periodical sales had been abolished; and the Salt Golahs (or storing places) had been thrown open at all times for the sale of Salt, in unlimited quantities, at fixed prices. The minimum quantity to be sold in one lot had been originally fixed at 250 maunds, but it was soon afterwards reduced to 100 maunds. It may be noticed, in passing, that this quantity is now reduced to 50 maunds. As regards the fourth point, the import and unrestricted sale of Foreign Salt had been allowed for many years. As regards the fifth point, no other Duty than the fixed Customs' Duty had ever been charged on Foreign Salt; and the bonding rules were even more liberal than was recommended, for no Golah rent for Foreign Salt in bond was then taken. The Customs' Duty had been fixed originally at the rate that was considered necessary, and no more than necessary, to maintain the average prices of Bengal Salt. It remained to carry into effect the recommendation on the third point, before this rate of Customs' Duty could be altered. The recommendations on the third and sixth points were all that had not been anticipated by the spontaneous action of the Bengal Government. A rate of Duty, to which the Customs' Duty should be assimilated, had to be determined upon, which should not exceed the average rate of the net profit of Government upon Bengal Salt for the last ten years; and the cost to Government of that Salt had to be ascertained, in order to fix, by the union of these two elements, the sale price of Bengal Salt. Considerable difficulties were found in carrying this recommendation into practice; and the principles on which the calculations should be made became matter of prolonged discussion. But this was the less important as the Customs' Duty of rupees 325 per 100 maunds, was known not to be far from the amount representing the net profit upon Bengal Salt; and, judging from the rapid and enormous increase of the importations of Foreign Salt, that Rate could not, at all events, be unfair upon the importer. The difficulties were so great in practice, that it was not until 1847 that the Government found itself in a position to adjust the sale prices of Bengal Salt in strict conformity with the recommendations of the Select Committee.

The mode in which the wholesale prices of Salt were regulated by the Salt Board from 1836 to 1844.

732. From 1836 to 1844, the regulation of wholesale prices was left entirely to the Salt Board. They set out by adopting the scale of prices produced by auction competition, and they went on changing the prices of different kinds of Salt, according to what they conceived to be the relation of supply to demand. Their object seems to have been, as stated in a letter from the Secretary to the Government of Bengal, dated the 6th of November, 1853, "to equalise the demand for Salt in all directions, and to prevent what is called a dearth of Salt, or a sub-monopoly, at some particular Agencies, where the supply is deficient." Under this system the average wholesale price of all kinds of Salt rose from rupees 407 the 100 maunds, in 1837, to rupees 423 the 100

maunds, in 1844: and when the Government, in 1844, reduced the Duty from rupees 3:4 to rupees 3 a maund, and declared that there should be no alteration either in Duty or Price for a certain period, it simply made a reduction of rupees 25 the 100 maunds in the prices which, at that time, had been fixed by the Board.

The principle upon which the adjustment of the wholesale prices of Salt, in strict conformity with the recommendations of the Select Committee, was finally made.

733. The following Extract from a dispatch of the Court, dated the 20th of September, 1843, will show the principle upon which the adjustment was finally made. "The only point in these reports which appears to require observation, is that which relates to the manner in which the Duty to be imposed upon Salt, under the recommendations of the Select Committee of the House of Commons (as communicated to you in our dispatch, dated the 4th January (No. 1, 1837) should be calculated. The principle therein laid down for your guidance was, that while the net Salt Revenue was to be maintained at its present average amount, the Duty to be imposed should not exceed the average rate of the net profit of the Company's monopoly for the last ten years. This distinction between the net profit and the net Revenue was advisedly made, the former being the proceeds of the Salt, after deducting the charges incidental to the manufacture, such as the price paid to the Molunghees, Aurung, and transportation charges, &c., all of which would become extinct in the event of the abolition of the present system of manufacture, while to arrive at the net Revenue, a further deduction must be made of all those charges, such as the maintenance of a preventive establishment, payments to the French and Danish Governments and others, which would have to be incurred under any system whatever, by which a Revenue should be derived from the article of Salt." Accordingly, in 1847, on the occasion of a general reduction of Duty on Salt, the charges, which, being deducted from the sale proceeds of Salt, were considered to bring out the "net profit" of the Department, were added to the Duty to constitute the fixed sale price of the Salt; and a separate calculation was made, and a distinct price was fixed, in the case of the Salt of every Agency respectively. A similar calculation and consequent settlement of the fixed prices of Salt was made in 1849; and the process has been annually repeated ever since. At the commencement of every year, the Board ascertains and publishes the average cost of the Salt manufactured at each agency, including the cost of transport to the place of sale, according to the latest accounts; and this cost, in each case, added to the Duty, constitutes the sale price for the following year.

First reduction of Duty in October, 1844, from rupees 3:4 to rupees 3 per maund, and its effect.

734. It has been shown that the Duty originally fixed in 1817 was three sicca rupees a maund, afterwards converted into 3 Company's rupees and 4 annas. This Duty remained unaltered until the end of October, 1844, when a reduction of 4 annas (equal to one-thirteenth, or 7·7 per cent.) was made. Simultaneously a corresponding reduction of rupees 25 per 100 maunds, was made in the sale price of Bengal Salt. This reduction was not made because it was thought that the Duty was more than the former "net profit" of the Department, but, by way of an experimental step towards a material reduction of taxation, whereby it was hoped that a two fold advantage might be gained; namely, first, "the provision of an adequate supply of a necessary of life to the people, at a price so moderate as to prevent the necessity of their having recourse to illicit, or unwholesome, substitutes; and, secondly, the greater stability and probable extension of the public Revenue, by encouraging the consumption of Salt by the mass of the population at a cheap price, instead of restricting it to portions of it, only, by a dear price." In taking this step it was admitted by the Governor-General in Council "that practical results are less likely to be produced speedily by cautious reductions, conducted on a moderate scale, than by extensive measures boldly carried into execution;" nevertheless, it was considered that it was "impossible to hazard large reductions at once, owing to the enormous amount of Revenue that would be risked by their adoption." It was calculated that, supposing the reduction to have no effect in increasing the consumption of lici

Salt, the amount of Revenue that would be lost by this reduction might be assumed at about 12 lakhs of rupees.* An increase of 4 lakhs of maunds in the consumption was required to make good this deficiency of Revenue. In the first twelve months after this reduction of Duty, the quantity of licit Salt of all sorts consumed was 58,98,533 maunds against 57,66,729 maunds in the preceding twelve months, being an increase of 1,31,804 maunds in twelve months. In the second twelve months afterwards, the quantity of licit Salt of all sorts consumed was 60,86,898 maunds, being an increase of 3,20,169 maunds. In the twelve months before the reduction, with which this comparison is made, the consumption had been very unusually high; being by nearly two lakhs and a half of maunds in excess of the consumption during the twelve months preceding them again. The consumption, from November 1845 to October 1846, the second twelve months after the reduction, exceeded that from November 1842 to October 1843, the second twelve months before it, by 5,72,135 maunds.

Second reduction of Duty on the 1st of April, 1847, from rupees 3 to rupees 2:12 per maund, and first reduction in the cost price, and their effect.

735. On the 1st of April, 1847, a further reduction of 4 annas a maund was made, bringing the Duty down to rupees 2:12 annas a maund. This was a further reduction of one-twelfth, or 8·33 per cent. of the remaining duty. Simultaneously the Differential Duty which Salt from the North-West Provinces pays on passing below Allahabad was reduced from 1 rupee to 12 annas; and, as has been above stated, the prices of the Salt of the several Agencies were, for the first time, fixed at cost price *plus*, the amount of this reduced Duty. The effect of this combined measure was to reduce the sale price of Bengal Salt by rupees 35 the 100 maunds, of which rupees 25 were due to the last reduction of Duty; thus showing that before that time the sale prices had been on an average by rupees 10 per 100 maunds too high, and so far unduly to the advantage of the importer.† It was, at the same time, announced that the Duty and the fixed sale prices should remain unaltered for two years. I give the result of this second reduction in the words of the Board, when discussing the question of a further reduction twenty-two months afterwards. "By the combined adjustment of price, and alteration of Duty in 1847, the wholesale price of Salt was reduced by rupees 35 the 100 maunds, that is to say, rupees 25 on account of Duty, and rupees 10 on account of cost of production, and the Duty on imported Salt by rupees 25 the 100 maunds. Now, the quantity sold by wholesale during the 21 months, ending with December, 1846, was 63,58,141 maunds, and the quantity imported on payment of Duty during the same period was 26,74,620 maunds. Therefore, supposing the consumption to have remained stationary, the loss in Revenue, arising from the change, in the corresponding 21 months, ending with December, 1848, would have been rupees 23,25,349‡ on home made Salt, and rupees 6,68,655§ on imported Salt, or rupees 29,94,004 in all. But the actual result of the operations of the last 21 months, compared with those of the corresponding months of the previous two years, has been an increase of sales to the extent of 2,35,003 maunds, and of imports, to the extent of 2,64,826 maunds, making a total increase in the consumption of 21 months, of 499,829 maunds; or at the rate of 23,801 maunds a month!‖ This has been accompanied by a falling off in the gross proceeds of sale, amounting to rupees 14,07,199, against which is to be set an increase in the receipts from Duty of rupees 1,88,911. So that the actual loss to the Department in these 21 months has been only rupees 12,18,288, or, in other words, less by rupees 17,75,716 than might have been anticipated from the change."

Third reduction of Duty, on the 1st of May, 1849, from rupees 2:12 to

736. On the 1st of May, 1849, a further reduction of 4 annas a maund was made, bringing the Duty down to rupees 2:8 a maund.

* Letter from Secretary to Government of India Financial Department, dated 18th October, 1844, to Secretary to Government of Bengal.

† Board to Deputy Governor of Bengal, 22nd January, 1849.

‡ $63,58,141 \times \frac{35}{100}$. § $26,74,620 \times \frac{25}{100}$.

‖ Exclusive of the imports of Western Salt which passed the Allahabad Custom House under rowannah, and which increased in the same comparative period from 8,41,901 to 9,22,895 maunds.

This was a further reduction of one-eleventh, or more than 9 per cent. of the remaining Duty, Simultaneously the same reduction of 4 annas was made in the Allahabad Differential Duty, bringing that Duty down to 8 annas a maund; and the fixed sale prices of Bengal Salt were again adjusted in conformity with this reduced Duty, and a new settlement of cost price was made according to the latest accounts. By this new settlement, owing to more economical management, the price to the consumer of the Salt of most of the Agencies was still further reduced by, from rupees 2 to rupees 9 per 100 maunds. From that date, the adjustment of cost price has been made annually, but no further reduction of Duty has yet been made.

rupees 2:8 per maund, and further reduction in the cost prices.

737. The following table shows the sale prices per 100 maunds of the Salt of every Agency, as fixed in October, 1844, and as fixed by the last annual adjustment of Cost and Duty on the 1st of May, 1855.

Table of Sale Prices of Salt, per 100 maunds, as fixed in October, 1844, and as fixed by the last annual adjustment of Cost and Duty on the 1st of May, 1855.

				October, 1844. Rupees.	1st May, 1855. Rupees.
Hidgellee	Kallanuggur	Pungah		375	301
	Kissennuggur	„		370	
	Terropeyhea	„		390	
	Ramnuggur	„		360	
Tumlook	Narainpore	„		395	303
24 Perghs		„	at the agency Ghats	395	
		„	at Sulkea		345
Chittagong	Agency	„		387	319
	Arracan	„		382	328
Sulkea	Madras	Kurkutch	1st quality	365	314
		„	2nd do.	362	
		„	3rd do.	360	
	Cuttack	Pungah		413	329
	Balasore	„		418	313
	Khoorda (Pooree)	„		419	329
	Chilka	„		424	
	Chilka	Kurkutch			300

738. The total reduction of Duty since 1844, has been from rupees 3:4 to rupees 2:8 a maund, being more than 23 per cent. The average annual consumption of licit Salt of all sorts for the three years (1841-42 to 1843-44) preceding the reduction was 55,69,244 maunds; that for the last three years (1852-53 to 1854-55) was 64,64,138 maunds; showing an increase of 8,94,894 maunds, or something more than 16 per cent. The average annual net Salt Revenue of the former period was rupees 1,59,03,903; that for the last period was rupees 1,44,46,755; showing a decrease of rupees 14,57,148, or something more than 9 per cent. The consumption of licit Salt last year (1854-55) was the largest on record, namely, 66,07,100. An increase of 4½ lakhs beyond this quantity would fully restore the Revenue to what it was before the first reduction of Duty.*

The total reduction of Duty since 1844, and its effects.

739. It has been said that Foreign Salt for private sale began to be imported largely about the year 1835, when 2,84,858 maunds of such Salt were imported. From that time the quantity increased with much regularity year by year until 1851-52, when it amounted to 29,26,866 maunds, being nearly equal to half of the whole quantity of Salt of all sorts consumed in that year. The quantity has since fallen to an average of 19,51,796 maunds for each of the last three years. This Salt is allowed to be bonded, on arrival under rules which will be detailed in a subsequent section. As importations increased, the quantity of Bengal Salt manufactured was, of course, reduced. For this reason the Salt Agency of the Twenty-four Pergunnahs was abolished in 1848, and manufacturing in the Chittagong Agency was suspended in 1852. But the reduction of the stock which followed, in consequence of the increased consumption and diminished importations of the last three years, rendered it necessary to recommence manufacturing in Chittagong in 1853, and to re-open the Twenty-four Pergunnahs Agency in 1855.

Increase and decrease in the importations of Foreign Salt, and their effects

* See Appendix T.

Number of Salt Agencies now in work; the quantity of Salt made in the last season in each; and the quantity arranged for with the Molunghees in the current season.

740. There are at present seven Salt Agencies in work, viz: Pooree, Cuttack, Balasore, Hidgellee, Tumlook, the Twenty-four Pergunnahs and Chittagong. A particular description of these Agencies, except that of the Twenty-four Pergunnahs, re-opened when this Report had been nearly completed, will be found in a subsequent section. It will suffice here to say that at all but the first-named of these Agencies, pungah, or boiled Salt, is the only Salt made. The quantity of this Salt made at each of these Agencies in the last season of manufacture, ending in June, 1855, and the Taidad, or quantity arranged for with the Molunghees in the current season, are shown in the following table:—

	Made in 1854–55.		Taidad of 1855–56.
Pooree*	2,77,693	..	3,00,000
Cuttack	2,11,999	..	4,50,000
Balasore	4,40,690	..	7,00,000
Hidgellee	8,33,449	—	11,00,000
Tumlook	7,67,936	..	9,00,000
24 Pergunnahs	..	..	†6,00,000
Chittagong	6,55,839	..	8,00,000
	31,87,606		48,50,000

Manufacture and local consumption of Kurkutch Salt in the district of Pooree. Storage and sale of Pooree and Madras Kurkutch at the Sulkea Golahs, and their prices.

741. At Pooree, besides Pungah Salt, Kurkutch Salt, or Salt produced entirely by solar evaporation, is manufactured, chiefly for local consumption in the district; where it is sold at rupees 1:8 a maund, whereof rupee 1:2 annas may be considered as Duty, and 6 annas as cost price. In the year, 1854-55, 4,05,250 maunds of this Salt were manufactured at the Pooree Agency; of which, and of the previous storage, 2,67,385 maunds were consumed in the District. A certain quantity of this Kurkutch Salt is transported annually from Pooree, or from the Madras coast (where this is the only sort of Salt made or consumed), or from both places, and stored in the great Salt Golahs at Sulkea, opposite Calcutta; where, like all other Salt, it is sold at the actual cost price, including, of course the charges of carriage, plus the Duty of rupees 2:8 a maund. The following table shows the quantity of Kurkutch Salt sold at Sulkea in the year 1854-55, and the quantity in store at Sulkea on the 1st of May, 1855. The Madras Kurkutch was priced for 1854-55 at rupees 320 per 100 maunds; which price was reduced on the 1st May, 1855, to rupees 314 per 100 maunds. No Pooree Kurkutch was for sale in 1854-55; but from the 1st of May, 1855 it has been sold at rupees 300 per 100 maunds.

	Stock on 1st May, 1854.	Sales in 1854-55.	Stock on 1st May, 1855.
		Maunds.	Maunds.
Pooree, or Chilka Kurkutch ..	None.	None.	1,01,659
Madras Kurkutch	All cleared.	5,450	2,34,952

Storage of Arracan Pungah at the Chittagong Agency for the local consumption of the Province.

742. At the Chittagong Agency, Pungah Salt is sometimes procured from the Island of Ramree, in Arracan, where it is manufactured on the free system, for the local consumption of the province. In the year 1854-55, 25,940 maunds of Arracan Salt were thus procured at Chittagong, the cost of which was annas 12·64 a maund, being by annas 1·76 more than the cost of Chittagong Salt.

Supply derived from the Narainpore and Goordah English works under a system of Excise.

743. There is still one more small source of supply in the private works of Narainpore and Goordah, where pungah, or boiled Salt, is made by the English method, under an Excise, equal, of course, to the Salt Duty for the time being. These works have never pro-

* The Taidad in Pooree for Kurkutch is 4,00,000 maunds.

† The 24 Pergunnahs Agency Taidad was fixed at 6,00,000 maunds, but the agent does not this season expect a larger produce than 3,30,000 maunds.

duced more than a small quantity of Salt. The largest quantity ever made by them in a year, under the Excise system, was in 1853-54, when 43,550 maunds were thus produced. At the Narainpore works, manufacturing under the Excise system was commenced in 1848-49, when 16,450 maunds were produced. The average annual production of the last three years, at both works, was 27,250 maunds. I have prepared a particular account of these works, and of the Excise system under which they are, which will be found as No. 4 of Appendix C; and to which I beg to refer for information upon every detail concerning them.

744. The following table shows the supply, and, *inclusive of wastage*, the consumption of native Salt from all these sources in the year 1854-55.

Table of Supply and consumption of Native Salt from all sources in 1854-55.

	Stock on 1st May, 1854.	Supplies in 1854-55.	Consumed in 1854-55.	Stock on 1st May, 1855.
	Maunds.	Maunds.	Maunds.	Maunds.
Bengal Agency Pungah (including Arracan Salt)	20,87,743	37,23,524	49,12,931	8,98,336
Private manufacture excised	15,792	32,975	15,600	33,167
Kurkutch (Madras and Pooree) ..	Nil.	3,92,061	5,450	3,86,611
Total of Native Salt ..	21,03,535	41,48,560	49,33,981	13,18,114

745. By deducting from the above quantity of Native salt consumed, the amount of wastage, viz., 1,26,881 maunds, the remainder, viz., 48,07,100 maunds, shows the quantity of native Salt sold for consumption in 1854-55; and by adding to this last amount the quantity imported, that is to say, taken for consumption paying Customs' Duty, in the same year, viz., 18,00,000 maunds, the total consumption of every sort of licit Salt paying duty in that year is obtained, viz., 66,07,100 maunds.

Total consumption of all Licit Salt, paying Duty, Native and Foreign, in the same year.

746. The following statement shows the fiscal results of the year 1854-55.* It will be seen that the Revenue is realized at a charge of about $9\frac{1}{2}$ per cent. on the net amount, and $8\frac{3}{4}$ per cent. on the gross collections.

Fiscal results of the year 1854-55.

In examining the table in the Appendix from which the following statement is derived,† it is necessary to bear in mind the fact, that the *charges of manufacture* in any year, are for the most part properly attributable to the Salt sold in the following year, and that the yearly provision is far from uniform, as it must vary according to the stock in hand; which again depends upon the quantity imported, as well as upon the quantity consumed, in the course of the past year.

Proceeds of wholesale sales of Native Salt, including cost, and a duty of rupees 2 : 8 a maund	1,21,00,000
Proceeds of retail sales in the saliferous districts, at various prices, realizing a smaller rate of duty	18,15,000
Excise of rupees 2 : 8 a maund on private manufacture	48,000
Customs' duty of rupees 2 : 8 a maund on Foreign Salt imported by sea for private sale	42,00,000
Miscellaneous credits to the Department	84,000
Total of the Receipts of the Salt Department ..	1,82,47,000
DEDUCT	
Charges of manufacture, being the cost of the Government Salt ..	27,06,000
Gross Salt Revenue	1,55,41,000
DEDUCT	
Charges of Prevention, Collection, &c., being Revenue Charges Proper	13,53,000
Net Salt Revenue	1,41,88,000

* See Appendix T.

† It should, however, be borne in mind that the Bengal charges include an annual payment of rupees 4,26,667 to the French Government, properly debitable to Madras. See Paragraphs 674 and 675.

SECTION II.

ON THE PRACTICABILITY AND EXPEDIENCY OF SUBSTITUTING, FOR THE MONOPOLY, A SYSTEM OF EXCISE UPON THE MANUFACTURE.

Before entering upon the discussion of this question, it will be well to narrate what has already been done towards the substitution of a system of Excise upon the manufacture.

747. THE practicability and expediency of introducing, instead of the manufacture, exclusively for sale to Government, a system of free or licensed manufacture by private persons, who should be allowed to sell their salt to whomsoever they please, and whatever price they please, on payment of the fixed duty under an Excise system, have been the subject of much discussion. In my opinion, the arguments of those who support an Excise system under such restrictions as are necessary to prevent evasion of the tax, are conclusive; but, before entering upon the discussion of the question, it will be well to narrate what has already been done in the way of allowing the manufacture and sale of Salt by private persons, on their own account, under an Excise, for, from this narrative, it will appear that the Bengal Government have already adopted measures which, in fact, amount to a practical solution of the question in the affirmative, inasmuch as they have thrown open the manufacture under an Excise, to any one who will submit to the necessary regulations.

In 1835-36, the Government agreed to assist and support an experiment, proposed by Mr. George Prinsep, to make, for sale to Government, Salt by the English process.

748. In the year 1835-36, Mr. George Prinsep proposed to make, for sale to Government, Salt by the English process of condensing brine from sea-water by means of solar evaporation, and boiling the brine in large iron vessels, instead of by the native process of the infiltration of salt-water through earth impregnated with salt, and boiling the brine so obtained in little earthen pipkins. The Government of that day, thinking that, if by this English process the experimenter should succeed in making better and cheaper Salt than that made by the native process, it would be a great benefit to Government, agreed to assist and support the experiment. An advance of Company's rupees, 32,000 was made to Mr Prinsep, upon the security of his works, and it was agreed to take over from him all the Salt he should make, not exceeding two lakhs of maunds in a year, at twelve annas a maund, that being the price then paid in the Twenty-four Pergunnahs Agency, for the Salt made by the Molunghees. Mr. Prinsep bound himself to show all his accounts, that the Department might have the means of ascertaining, by the result of his experiment, whether it would be expedient for Government to adopt the process on a large scale; and he became bound to instruct two persons in the process, if required to do so. Besides the prospect held out by Mr. Prinsep of better and less costly Salt, the new process had the manifest advantages of a large manufacture within a small space, easily watched and guarded by preventive officers.

Mr. Prinsep, in consequence, established Salt Works at Narainpore, where he produced Salt of a superior quality, in considerable quantities, probably at some small profit.

749. Accordingly Mr. Prinsep established Salt Works at Narainpore, a place about twenty miles NN.E. from Calcutta, where, from the year 1837, Salt has been made, and still continues to be made by the English process. The quantity made at these works has never been considerable. Between March 1837, and June 1840, 1,26,159 maunds of Salt were produced, being an annual average of 31,539 maunds. The experiment promised well at first; and the advance of Company's rupees, 32,000 has been all repaid eventually; but in 1841, the Board reported that the experiment had been too little successful to warrant the establishment of similar works on account of Government. The Salt made at Narainpore, however, was decidedly better than the salt made by Molunghees, and sold

for more than the common Agency Salt. And it seems probable that at the high price of twelve annas a maund there must have been at least some small profit on the manufacture, even although the manufacturer derived no advantage from the superior quality of his Salt; for after the death of the original speculator, his executors asked for, and obtained an extension of the original term of agreement for five years, from 1841; which additional term was afterwards again extended, at their request for two years more.

The formation of the Bengal Salt Company, with Works at Goordah. Their design of manufacturing Salt, by the English process, under an Excise system, favoured by Mr. Parker, the Senior Member of the Salt Board, and the Government.

750. In December, 1838, Mr. George Prinsep, the proprietor of the above-mentioned Narainpore Works, proposed to set up another Salt work on the same system at Goordah, another place in the same Agency, to be conducted either by himself or by a Company; but instead of selling the Salt to Government at a fixed price, he asked to be allowed to sell it on his own account under an Excise system. Mr Prinsep died soon aftewards; but the Company he had contemplated was formed, under the designation of "The Bengal Salt Company," and set up the works at Goordah. Their capital was intended to have been 30 lakhs of rupees; and their design was to manufacture, by the English process, and, if possible, under an Excise system, a large proportion of the Salt consumed in Bengal. The senior Member of the Salt Board, Mr. H. M. Parker, who had ever been the most prominent opposer of all projects for imposing a system of Excise upon the manufacture of Salt according to the native process, in substitution of the monopoly, strongly supported this scheme, which he thought would, if it succeeded, be a great benefit both to the people and to the Government. The Government of that day went fully into the question. A system of Excise, wherever practicable without vexatious interference, was admitted on all hands to be greatly preferable in every point of view to any system of Government monopoly; and the Government came to the conclusion that no practical difficulty existed in the way of realizing the Revenue by means of an Excise, where Salt is made in large quantities within one small circumscribed space, in such a manner as to be easily watched throughout the whole process of manufacture and storing, as is the case where Salt is made according to the English process. The Government, however, thought that the introduction of an Excise was too important a change to be with propriety introduced without the previous consent of the Court; wherefore, they did no more than recommend the measure for the sanction of the Home Government.*

But the Court of Directors negatived the introduction of an Excise.

Court of Directors to Governor-General dated 15th of July, 1840, No. 3.

751. The introduction of an Excise was negatived by the Court, who replied to the recommendation of the Government of India, in the following words:—"The first of these letters relates to a project set on foot by the late Mr. George Prinsep, the proprietor of the Narainpore Salt Works, for the organization of a Company to be called "the Bengal Salt Company," having for its object the supply of a large proportion of the Salt consumed in the Monopoly Provinces from works constructed and worked like those at Narainpore: the Salt to be removed from the works on payment of the regulated duty, instead of being prepared for, and delivered to, Government. A scheme, in fact, involving the substitution of an Excise for a Monopoly system. We see no objection to your permitting the establishment of new works at Goordah or elsewhere, on the same principles which have been successfully adopted at Narrainpore, as noticed in our dispatch to Bengal, dated the 29th of January, No. 1 of 1840 (paragraphs 2 to 7), and to your receiving the Salt so manufactured on any terms which you may consider conducive to the interests of the Salt Department. But we are not disposed to sanction any change in the system under which the Salt Revenue is at present administered.

In 1844, the Bengal Salt Company, together with the Proprietors of the Narainpore Works, petitioned to be allowed

752. Salt was for some years manufactured at Goordah for sale, at a fixed price, to Government; but the experiment there was unsuccessful. For the first three years, the Bengal Salt Company made no

* Letters of the President in Council to the Court, dated 12th March, 10th July, and 23rd September, 1839.

to have the benefit of all excess in the sale price of their Salt beyond the Government Duty on Imported Salt; but this was refused, and soon afterwards the Bengal Salt Company dissolved itself.

more than 21,070 maunds of Salt there annually, on an average. This Company, as proprietors of the Goordah Works, together with the Proprietors of the Narainpore Works, petitioned, in 1844, to be allowed to have the benefit of all excess in the sale price to merchants of their Salt, beyond the Government duty on imported Salt, which was then fixed at Company's rupees 3:4 a maund; which would have been, in fact, equivalent to sanctioning an Excise. But this was refused on the grounds that the Government already paid one anna more for this Salt, than for the Salt of the same agency generally, which had been reduced from twelve to eleven annas between 1837 and that time; and that a separate preventive establishment was maintained for these works. The Bengal Salt Company soon afterwards dissolved itself, and sold its works, at a heavy loss, to a Dr. Mitchell, who carried them on for a few years until his death, when they were closed.

In 1847, the Proprietors of the Narainpore and Goordah Works again petitioned to be allowed to sell their Salt under an Excise system. This was now sanctioned by the Bengal Government, in concurrence with the Salt Board; and these Works are still open under this system.

753. In 1847, the Proprietors of the Narainpore aad Goordah Works again petitioned to be allowed to sell their Salt under an Excise system. The Board supported the petition, and submitted in detail a set of rules for regulating the storing and sale of the Salt under an Excise; and the whole measure was sanctioned by the Deputy Governor of Bengal on the 25th of August, 1847. It does not appear from the records that the Deputy Governor on this occasion had before him the negative given by the Court in 1840 to the same scheme when proposed by the President in Council. It is to be observed, however, that in 1847 the refusal to permit the free sale of Salt from these works, under an Excise, would have been tantamount to closing the works; for there was at that time an excessive stock of Salt in the Government stores; and as about the same time the principle of selling each description of Salt at a price composed of the true cost thereof, added to the fixed duty, was put into force, the whole Salt of the Twenty-four Pergunnahs Agency, by reason of its high cost price, was becoming unsaleable; and of all the Salt of that Agency the Narainpore and Goordah Salts were the dearest. The Government could not have fairly refused to take the Molunghees, Salt at eleven annas a maund, and continued to take Narainpore and Goordah Salt at twelve annas a maund; and any Salt so taken would have remained upon its hands for want of purchasers. At the same time, it would have been unjust to close works such as these, which had cost originally large sums of money, whose proprietors were willing to go on at their own risk, if allowed to do so. The Twenty-four Pergunnahs Agency was soon afterwards, viz., at the close of the year 1847-48, abolished; but Salt was still allowed to be made to any quantity at Narainpore and Goordah, under an Excise, and these works are open under this system to the present day.

The continued manufacture of Salt on Saugor Island, on account of certain Grantees who sold it to the Government, being disallowed in 1848-49, the Agent of the Grantees petitioned in the following year to be allowed to renew the manufacture on a limited scale, still by the native process, but under an Excise system.

754. When the Twenty-four Pergunnahs Agency was abolished in 1847-48, Salt was still allowed to be manufactured on Saugor Island, which was a portion of that Agency, for one year longer, as a special indulgence. The salt on this island was not manufactured, as usual, by Molunghees, who sold it on their own account to Government, but by Molunghees on account of certain grantees, who sold it to Government. The Board had been continually objecting, even during the existence of the Twenty-four Pergunnahs Agency, to the manufacture of Salt in that part of the Agency, for departmental reasons; and towards the close of 1848-49,* they again pressed the Bengal Government to stop the manufacture on Saugor Island. On this occasion, one of the main arguments used by the Board was that "an unchecked manufacture, such as is there carried on, away from the presence of any officers of the Department, affords facilities for smuggling which ought not to exist, and which may go far to neutralize the efforts that are now being made to put a stop to illicit manufacture and transport of Salt in the Western Sunderbuns." On this recommendation, the petition of the Agent of the grantees (who were resident in Europe) to continue the manufacture after 1848-49, was rejected by Government. After declining to avail himself of an

* Letter dated 28th February, 1849.

offer to recommence manufacture on terms which the nearest Salt Agent thought necessary for security, the agent of the grantees again came forward in 1849-50, with a repetition to be allowed to re-commence the manufacture on Saugor Island; but this time the proposal was to manufacture, on a limited scale, still by the native process, but *under an Excise system.*

This application was supported by the Salt Board, but negatived by the Bengal Government.

755. The Board supported this application, being willing to give this system, which was that already in force at Bombay, a trial. The Deputy Governor observing that the Board's proposal opened a very wide general question (as this permission, if accorded to the Grantees of Saugor Island, could not be justly refused to any one else), negatived the application. It seems to have been felt as a special objection to Saugor Island as a place of manufacture, that it had not been shown how to overcome the risk of smuggling, on which the objections of the Board, in February, 1849, had been founded. But in regard to the general question of an Excise on the manufacture by the native process, the grounds of this decision seem to have been the above-mentioned refusal of the Court of Directors, in 1840, to sanction "any change in the system under which the Salt Revenue is at present administered;" and the imprudence of introducing so important a change of system, without such mature consideration as the subject had not then received. No special rules applicable to the native process, for so regulating manufacture and storing as to prevent evasion of the Tax, had been suggested by the Board; and the practical difference between a scheme of Excise for such works as those at Narainpore, and one where the manufacture and storing of Salt is carried on over a large tract of country covered with small native Khularees, was pointed out. At the same time the Deputy-Governor, whilst noticing the difference between the two cases, and what appeared to him practical difficulties in the case of the existing method of native manufacture, expressly guarded himself from being understood as pronouncing against the possibility of overcoming those difficulties, or of eventually applying an effective system of Excise to the native process.

State of things at the end of the year 1853, as shown by the foregoing narrative summarised.

756. This then was the state of things at the end of the year 1853. At the Narainpore and Goordah Works, where Salt was made by the English process, the manufacture was allowed upon an Excise system; and, doubtless, any number of persons wishing to establish similar works elsewhere would have been allowed the same privilege, as a matter of course; while persons making, or wishing to make, Salt by the native process were not allowed to do so, otherwise than on the monopoly system; although the extension of an Excise system to such manufacturers also had been mooted, and was treated as a question open to consideration, but not capable of settlement in the affirmative without the previous consent of the Court.

In December, 1853, shortly after the receipt of the Court's Dispatch, dated the 3rd of October preceding, the Bengal Government suggested to the Salt Board the expediency of trying the experiment of manufacturing on the Excise system in one of the Aurungs of the late 24 Pergunnahs' Agency.

757. The dispatch of the Court, dated the 3rd of October, 1853, mentioned in paragraph 7 of this Report, was received towards the close of that year; and on the 16th of December, 1853, shortly after the receipt of that dispatch, the Bengal Government, in pointing the attention of the Board to the fact that there was every prospect of the stock of Salt being reduced to a dangerously low quantity before the commencement of the next manufacturing season, made the following suggestion:—"His Honour desires me to observe that the present is a favourable opportunity of trying the experiment of manufacturing on the Excise system in one of the Aurungs of the late Twenty-four Pergunnahs' Agency, and that steps might very properly be taken to ascertain whether private persons are willing to engage in the manufacture, under such checks as it may be necessary to impose for the security of the Revenue."* In promising their immediate attention to this suggestion, the Board stated that they did not anticipate that satisfactory arrangements could be made that year (*i.e.* in the season of 1853-54) for trying the experiment.†

In consequence of the great reduction in the supply of imported Salt from Liverpool, the Board recommended the imme-

758. On the 12th of May, 1854, the Board made their Annual Report to Government on the supply and consumption of Salt, and the probable stock at the commencement of the next manufacturing

* Appendix G, No. 1. † Appendix G, No. 2.

diate re-opening of the Salt Agency of the 24 Pergunnahs, without prejudice to the proposed experiment of manufacturing, in a portion of the same Agency, under an Excise.

season, with their usual recommendations as to the *taidad* or quantity to be agreed for with the Molunghees as the manufacture of the approaching season. In consequence of the reduction of stocks, and the increased consumption of Agency Salt, which had been induced by the reduction of the supply of imported Salt from Liverpool, the Board recommended the immediate re-opening of the Salt Agency of the Twenty-four Pergunnahs. In making this recommendation the Board said that they had not lost sight of the suggestion above-mentioned, for trying the experiment of manufacturing under an Excise; and that they would be prepared shortly with a plan for carrying out that object; but they observed that any measure of this kind could only have a very limited and partial "effect" (in supplying an immediate deficiency of Salt), and would not supersede the (immediate) necessity of manufacture on a large scale on account of Government.*

But the Bengal Government, fearing that the re-opening the 24 Pergunnahs' Agency might prove detrimental to the success of the Excise scheme, recommended the reservation of the whole extent of the old Agency for the experiment of private manufacture under an Excise, which was sanctioned by the Government of India.

759. The Lieutenant-Governor, however, feared that the re-opening of the Twenty-four Pergunnahs' Agency might probably prove detrimental to the success of the Excise scheme, the introduction of which he regarded as of the utmost importance.† The Board, in a letter, dated the 31st of May, 1854, fully agreed with the Lieutenant-Governor as to the importance of the experiment, and they submitted the outline of the plan under which they thought the experiment might be made with best prospect of success. But they thought that the stock of Salt being then so low as to occasion the most serious uneasiness, it would be impossible with safety to give up the whole extent of the Twenty-four Pergunnahs' Agency, to an experiment which might, or might not, eventually succeed, but which, under the most favourable contingencies, could not come into immediate operation on so large a scale as to supply with any degree of certainty the certain deficiency. They proposed, therefore, to devote a portion of this Agency exclusively to this experiment, and to recommence the Government Manufacture in the remainder of it.‡ On this point the Lieutenant-Governor asked for the instructions of the Governor-General of India in Council, expressing his own opinion to be adverse to the re-opening of the Agency for the then coming season. He thought that the present was a most favourable opportunity for trying the experiment of an Excise system; and that the abandoned Agency of the Twenty-four Pergunnahs afforded the most favourable field for trying it; whilst he observed that he saw plainly that if the present opportunity were lost, it might become, from the further reduction of stocks, too hazardous next year to try it; in which case the experiment would be indefinitely postponed. He did not agree with the Board in thinking that there was room in the Twenty-four Pergunnahs for Excise and Agency manufacture, both on any considerable scale, and, except upon a large scale, he was of opinion that it was futile to try the experiment of an Excise system at all. He argued that it was important, not only to give the experiment in reality the very best chance of success, but also to afford no ground for others to question the fair intention of Government; and he did not believe the danger of a short supply of Salt to be quite so imminent as the Board apprehended. For these reasons the Lieutenant-Governor recommended the reservation of the whole extent of the old Agency of the Twenty-four Pergunnahs for the experiment of private manufacture under an Excise. In this view the Governor-General in Council concurred; and the Lieutenant-Governor was vested with full power to entertain whatever establishment might be found necessary for the experiment in question.§

The experiment was accordingly tried in the manufacturing season of 1854-55, under every facility which it was in the power of the authorities to afford it.

760. Accordingly this experiment was tried in the manufacturing season of 1854-55, under every facility which it was in the power of the Government, and of the Authorities of the Department to afford it. The regulations and arrangements under which the manufacture and sale of Salt in the Twenty-four Pergunnahs were thrown open, will be found in complete detail in the papers in the Appendix.‖

* Appendix G, No. 3. † Appendix G, No. 4. ‡ Appendix G, No. 5.
§ Appendix G, Nos. 7 and 8. ‖ Appendix G, Nos. 9 to 17.

761. Under this plan three persons applied for licences, of whom two only actually took out their licences, and commenced the manufacture. The result of the first year's experiment was reported by the Board on the 14th of May, 1855. The gross quantity of Salt manufactured under licences in the season of 1854-55, was estimated a few days before the close of that season at no more than from 20,000 to 25,000 maunds. No definite expectations of new applications for licences for next season were entertained; though it was expected that both the licensed manufacturers already in the field would increase their manufacture next season. The extra or special cost of prevention came to about 6 per cent. upon the Duty; whilst "the extra preventive charge on Agency Salt, that is the total of the Agency charges not included in the cost price of the Salt, is a little more than 2½ per cent." But this excess of preventive charge must not be regarded as any argument whatever against the Excise system; as it is fairly attributable to the smallness of the scale on which the licensed manufacturers operated. The proportionate amount of the special preventive charge will be greatly reduced, as the manufacture under this system becomes enlarged.

The result of the first year's experiment, as reported by the Board on the 14th of May, 1855, described.

762. "On the whole," the Board report, "no considerable extension of operations can be looked for under the rules for manufacture in the Soonderbuns, and storage at Baugundy. It would, perhaps, be premature to say that the plan has failed, but the prospect of success is so doubtful and remote, that it should not," the Board think, "be allowed to stand in the way of any arrangements for the extension of manufacture on the part of Government which the exigencies of the Department may suggest.*

On the whole, the Board thought that the prospect of success was so doubtful and remote, that the experiment should not be allowed to stand in the way of other arrangements for the extension of manufacture on the part of Government.

763. Upon this opinion, I must remark that what the Board had chiefly in mind when thus expressing themselves, was the short stocks of Salt, and the threatened deficiency of the supplies from all quarters to meet the demands of the country. Regarded as a means of supplying this threatened deficiency of Salt in Bengal, there can be no doubt that the Board's judgment of the result of the first year's experiment is in no degree too unfavourable; and certainly the Board were justified in taking one survey of the result from this point of view, because the Government had relied upon the experiment as the probable means of affording a large immediate supply, and thus as likely to be a material aid towards meeting the pressing necessities of the Department. But I am unable to see that any substantial grounds ever existed for entertaining such very sanguine expectations of the immediate results of the experimental system, whilst merely in its infancy. Regarded, however, in what appears to me to be the only true point of view; looking at it as a practical test of the soundness of the arguments of those who maintain that there is nothing in the circumstances of the Salt manufacture in Bengal to render the general principles of free trade and manufacture inapplicable; the result of this experiment appears to me to have been successful. That in the first year of an untried business, only two persons came forward to risk their time and their money in that business; is, in my opinion, nothing strange. For it must be remembered that new as is the free manufacture of Salt by the native process, it is a business which, if successful, holds out no prospect of enormous profit. It can only succeed at all if the private capitalist who makes the advances to the Molunghees, manufactures his Salt at a less cost than the cost price of Agency Salt to Government; and this possible difference is the whole margin from which any profit can be expected. There is no such extreme extravagance or mismanagement in the Agency manufacture, as to lead us to expect that this margin can be extremely wide. On the other hand, the fact that each of the two persons who did undertake this business, the first year such business was thrown open to them, intend to enlarge their operations, and so to risk more money next year, is, in my judgment, entirely satisfactory, and almost

Observations on the Board's opinion. Regarded as a means of supplying the threatened deficiency of Salt in Bengal, the experiment was certainly a failure; but regarded as a practical test of the possibility of applying the general principles of Free Trade and manufacture to the Salt manufacture in Bengal, the experiment was perfectly successful.

* Appendix G, No. 18.

in itself conclusive. They would not have done this if their experience had not given them reason to believe that the manufacture was remunerative; and there, is no doubt that, sooner or later, there will be plenty of people who will embark in any remunerative manufacture.

The propriety of trying the experiment, when it was tried, admitted; but the opinion of the Bengal Government, that the season of 1854-55 afforded a particularly favourable opportunity for making the first trial, questioned.

764. Although I fully agree in the propriety of trying the experiment, when it was tried, I am unable to agree with the Lieutenant-Governor of Bengal, in thinking that the season of 1854-55 afforded a particularly favourable opportunity for making the first trial. The only peculiarity of that season was the probability of such a short supply of Salt from all quarters during the season, as would reduce the Government stock dangerously low at the close of it. But it was not contemplated that the Government stock would be wholly exhausted. Against such a contingency, all possible measures would have been taken, if it had become more imminent than it was. And so long as a maund of Salt remained in the Government stores, Salt would have been sold from those stores at the fixed price. The circumstance of the price of the Salt which rules the market being fixed, makes all increase and decrease of the stock of that Salt in store quite as immaterial to the private manufacturer of Native Salt, as it is to the importer of Foreign Salt.

In consequence of the very low state to which the stock of Salt had been reduced, the Board, in reporting on the 15th of May, 1855, on the provision of Salt required for the ensuing year, repeated their recommendation that the 24 Pergunnahs' Agency should be immediately re-opened, due provision being made therein as before proposed, for Excise Salt.

765. On the 15th of May, the Board made their Annual Report on the provision of Salt required for the ensuing year. The state of things, by their representations, was very serious. In their Report of the previous year, they had expressed their expectation that the small stock of about 15½ lakhs of maunds of Government Salt, with which that year had opened, would not have been reduced below 12 lakhs at the close of the year; whereas it had been reduced to about 3½ lakhs, exclusive of 3 lakhs of Madras Kurkutch ordered, but of which the arrival was uncertain, owing to the difficulty of obtaining freight. This result had been caused, in the face of unexpectedly large importations of Foreign Salt, by accidental deficiency in the manufacture of several Agencies, and by increased consumption. In this state of things, the Board were of opinion that "for the next few years the Government will require all the Salt that can possibly be manufactured, in order to replenish their stores, and that the present sources of supply are inadequate for the purpose." They, therefore, earnestly repeated their recommendation that, as a matter of necessity, the Twenty-four Pergunnahs' Agency should be immediately re-opened. They proposed to reserve, for Excise Salt, Saugor Island, and the only other Hoodah, or subdivision of the Twenty-four Pergunnahs' Agency in which such Salt had been made in the year 1854-55, together with any other adjacent Hoodahs that it might be thought proper to reserve for that purpose; but they recommended that the rest of the Agency should be re-opened without delay. They expressed their opinion that this measure would in no way interfere with the fair trial of the Excise system.*

The Bengal Government differed from the Board, and believing that there was less reason for apprehending a scarcity of Salt than there had been the year before, deprecated the re-opening the 24 Pergunnahs' Agency.

766. The Lieutenant-Governor of Bengal did not coincide in the views of the Board. In asking the instructions of the Government of India, he reviewed the calculations of the Board, and stated, founding chiefly on his hope of increased importations of Foreign Salt, that, exclusive of any supply from the Twenty-four Pergunnahs' Agency, a supply of Salt from all quarters might be anticipated, which would leave a stock of 15 lakhs of maunds at the end of the year. He thought that there was "really less reason for apprehending a scarcity of Salt than there was last year." He expressed himself, therefore, averse to re-opening the Twenty-four Pergunnah's Salt Agency. If the Government of India should take a different view from his of the prospects of the supply of Salt for the coming year, he hoped that orders for re-opening the Agency might be postponed till the last moment. On the whole, he deprecated the "re-opening of the Twenty-four Pergunnahs' Agency, unless the Government are prepared to say, that the experiment to introduce a manufacture under

* Appendix G, No. 20.

Excise has so entirely failed as to make it futile to attempt it further."*

767. In Mr. Secretary Beadon's letter of the 6th of July, 1855, the Government of India went very fully into this question of the re-opening of a portion of the Twenty-four Pergunnahs' Agency. They agreed fully with the Lieutenant-Governor in the importance which he attached to giving all the fair encouragement possible to the Excise experiment; they approved of all that the Bengal Government and the Board had done, in this matter, during the past year; and they expressed their opinion that "although the first year's result is not so successful as could have been wished, yet it affords no reason for abandoning the project." But they expressed a decided opinion that, if a large and sufficient portion of the Twenty-four Pergunnahs were set apart for the Excise manufacture, including all those parts in which applications for licensing had been made, or were expected t be made, the experiment would in no way be interfered with by the manufacture of Agency Salt in the remainder of the District, any more than it was already interfered with by the manufacture of Agency Salt in Tumlook and Hidgellee. And, however that might be, they came to the opinion that the reserve to meet possible calamities from inundation, or from deficient manufacture, owing to a general bad season, or from a sudden reduction of importation, or from an increased delivery for consumption, had become so very small; whilst the regular consumption was so large in comparison with the supplies expected under the most favourable contingencies; that it would be no longer safe to postpone the immediate re-opening of a portion of the Twenty-four Pergunnahs' Agency. It was observed that, "while the people of Bengal are, for the most part, dependent upon Government for an adequate supply of Salt at fair prices, it is not safe to administer the Salt Department as it were from hand to mouth, and to keep its stocks so low that at any time, from the accident of a storm, or by the least derangement of trade, the people might be deprived of a first necessary of life, or compelled to purchase it at an exorbitant price." The Bengal Government was requested to use every exertion to raise, as soon as possible, its surplus stock of Government Salt to 30 lakhs of maunds at the least.†

But the Government of India came to the conclusion that it would not be safe to postpone the re-opening of the 24 Pergunnahs' Agency any longer.

768. Accordingly the Twenty-four Pergunnahs' Agency was apportioned in the manner above indicated; the Western portion being reserved for private manufacturers, under an Excise system, and the Eastern portion being re-opened for the manufacture of Agency Salt. The taidad of this last specified portion for the season of 1855-56 was fixed at 6 lakhs of maunds as a minimum.‡

Accordingly the western portion of the 24 Pergunnahs' Agency was reserved for Excise Salt, and the eastern portion was re-opened for the manufacture of Government Salt.

769. In my opinion, whilst the immediate increase of the Government store of Salt is a matter of obvious necessity the re-opening of the eastern portion of the Agency of the Twenty-four Pergunnahs does not operate as any interference with the experiment now in progress in the western portion of the same district. Besides the Twenty-four Pergunnahs, there is an immense tract of saliferous country between the Hoogly and Chittagong, the whole of which is capable of being thrown open to private manufacturers under Excise licences. And as to what has been said of the propriety of making the experiment upon a large scale, it must be observed that, under a free system, the scale on which the experiment is to be made does not depend upon Government, but upon the public. The Government does all it can to enlarge the field of speculation, when it reserves for the experiment a vast deal more land than is required by the actual speculators, or is likely to be required for some time to come.

This arrangement does not, in the opinion of the Commissioner, operate as any interference with the Excise experiment.

770. It thus appears that, since the Court's dispatch of the 3rd of October, 1853, in consequence of which my commission was constituted, was received in India, "the question of the practicability and expediency of substituting for the monopoly a system of

It thus appears that since the present Commission was constituted the Excise question has been put to the proof of actual experiment.

* Appendix G, No. 24. † Appendix G, No. 25.
‡ Appendix G, Nos. 26 and 27.

Excise upon the manufacture," has been put to the proof of actual experiment. This fact makes the consideration of the arguments in the affirmative or negative of this question, which has been for many years a subject of strong discussion, a matter of much less importance now than it was when the dispatch in question was written. But, nevertheless, it is necessary for me to give here a summary of the discussion, and to report the judgment I have formed upon the subject, and the reasons on which it is founded. In Appendix E will be found at large a full collection of Extracts from Parliamentary Evidence and Official Papers in favour of the retention of the monopoly, and against a system of Excise; and in Appendix F will be found a similar collection to the contrary effect.

The principal objections to an Excise in Bengal upon Salt manufactured by the native process stated under four heads.

771. The principal objections that have been urged to levying the Revenue in Bengal by an Excise upon Salt manufactured by the native process, are—

That under a system of private manufacture the supply of Salt in the interior of the country would be deranged.

That under a system of private manufacture a few capitalists would obtain a monopoly of the supply.

That under a system of private manufacture there would be more evasion of the Tax by illicit manufacture and sale, than there is under the present system of Government manufacture.

That the preventive system necessary under an Excise would be more expensive to Government, and more vexatious to the Molunghees, than the present plan of Government manufacture.

I will discuss these arguments in order.

Discussion on the First Head. No derangement of the supply in the interior of the country to be apprehended.

772. *That under a system of private manufacture the supply of Salt in the interior of the country would be deranged.*—This argument assumes that there is some specialty in respect of Salt which prevents the effective operation of the great natural laws which regulate the supply of all other main articles of consumption. But no one has attempted to show in what such specialty consists; and it is, in my judgment, certain that there is no such specialty. No derangement of the supply in the interior of the country occurs at Bombay, where the system of private manufacture is exclusively in operation, and there is no reason why the result in Bengal should be different from what it has been in Bombay.

Probable origin of the objection.

773. Probably this objection owes its rise to a consideration of what would be the first effect of an abrupt abolition of the present artificial system of manufacture before private speculators in sufficient numbers to supply the void in the market were prepared effectually to commence operations. Doubtless, this consideration is very important, and is sufficient to condemn any abrupt and inconsiderate cessation of the Government manufacture. It is sufficient, in my judgment, to condemn any such law as was contained in that Clause of the Bill of 1853, which was expunged by the House of Lords, set forth in Paragraph 3 of this Report. But it is no argument whatever against any well prepared and gradually enforced change of system, or against the permission of private manufacture to any extent under Excise, which is the system now actually in force.

Discussion on the Second Head. The objection that a few capitalists would obtain a monopoly of the supply, considered to be untenable.

774. *That under a system of private manufacture a few capitalists would obtain a monopoly of the supply.*—This objection is as untenable as the last. While the Salt trade in Bengal is left to its natural course, (which is the case at present in every respect except in respect of internal manufacture,) any real monopoly is as impossible in the article of Salt as it is in the article of cotton cloth, or any other commodity which is both largely produced in the country and largely imported from abroad. We have seen more than half the year's consumption of Salt imported within the year from distant places beyond sea. Salt may be procured from the neighbouring coasts of Madras, Bombay, and Scinde, in any quantities. The whole seaboard of Bengal, from the Chilka Lake to Arracan, with its innumerable creeks and Salt channels, is available for internal manufacture. The Salts of Western India meet the Bengal Salt in the Province o

Benares, and divide the market there; and the price of Bengal Salt could not be raised by monopolists, or by any other means, for a day, without bringing western Salt downwards to supersede it, more or less, in proportion to the rise of price.

Probable origin of the objection.

775. Probably this objection arises from the recollection of the unsuccessful struggle against monopolists, which was a main feature of the Salt Revenue system from the earliest times until the abolition in 1836 of the plan of auction sales of limited quantities. Whilst the Board attempted the impossible task of determining beforehand what was the precise quantity of Salt that ought to be made available to the people for the wants of the coming year, and limited the quantity purchasable by wholesale to the amount so arbitrarily fixed, the wholesale dealers became, of necessity, monopolists. But when any person was allowed, on any day of the year, and to any extent he pleased, to purchase Salt from the public stores at a fixed price, all real monopoly became impossible. The only monopoly that ever existed was the direct and unavoidable consequence of a false system of restriction, and there can be nothing likely to revive that monopoly in a change, the effect of which is to do away with all restrictions whatsoever.

Discussion on the Third Head. The arguments in support of the proposition that there would be more evasion of the Tax by illicit manufacture and sale stated.

776. *That, under a system of private manufacture there would be more evasion of the Tax by illicit manufacture and sale than there is under the present system of Government manufacture.*—The arguments in support of this proposition are, that a private capitalist for whom the Molunghees would work, and with whom they would be connected by the system of advances, would have greater facilities for smuggling, by the help of the Molunghees, than the Molunghees alone now have; and that the fact of the Molunghees now being in the service of Government is a check upon them, which would be removed on their entering the service of private capitalists, who would have no object in preventing Government from being defrauded. The first of these arguments applies only to cases in which collusion between the capitalist and the Molunghees is to be apprehended; and the second applies also to cases where no such collusion is to be apprehended.

The arguments examined and controverted.

777. That careful provision must be made against collusion is not to be denied. A small capital is all that is required to work a single khalaree, and the severe penalties which may be enough to render smuggling a rare offence in the case of a great capitalist working on an extensive scale, will not prevent petty native manufacturers from being constantly on the watch to evade the duty. Although the Molunghees, without assistance are, and under any reasonable system would be, incapable of putting into execution any plans for a very extensive evasion of the Duty, which would always require a previous very extensive clandestine manufacture; it is not to be controverted that the presence of the master manufacturer who makes the advances to the Molunghees, or of his servants, is the introduction of a new Agency which will be often employed in assisting the Molunghees in passing off Salt on which no duty is paid, unless the manufacture is successfully watched. But it is an Agency which comes in place of the native officers of the Salt Agent, whose propensity to smuggle, with the aid of the Molunghees, under the existing system, is not at all doubtful. The places of these native officers would be supplied, under the proposed system, by native preventive officers. The effect of the change would be, therefore, that, whilst two parties must combine in order largely to evade the duty now, it would be necessary for three parties to combine in order to do so under the proposed system. I do not see how the result can be to give new facilities to clandestine manufacture, and to the consequent evasion of duty by secretly passing off the Salt so manufactured.

The arguments controverted further.

778. That the fact of the Molunghees being now in the service of Government acts in any degree upon them as a check to their propensity to defraud Government is, in my opinion, quite an imaginary safeguard. The Molunghees wish not to offend the native

officers of the Salt Agency, but whether this wish operates to encourage or discourage them in clandestine manufacture, depends only upon whom they intend to make the sharers in the consequent profit. The interests of a master manufacturer who does not actually collude with the smuggler, and share his profits, will always be strongly against permitting the Molunghees secretly to pass off any Salt that does not pay duty; for he loses his profit upon all such Salt, and it must always be his interest to obtain as much of the manufactured article as he possibly can for his advances. Unless in a case of collusion, the master manufacturer of Salt will no more consent to his Molunghees passing off to others the Salt for which he has made advances, than the indigo planter consents to his Ryots disposing of their plants to other factories.

Conclusion that there is no weight in the objection.

779. On the whole, therefore, it appears to me that collusion between all the parties who must collude in order to any very extensive evasion of duty will be less likely to take place, and, more likely if it takes place, to be discovered under an Excise system than under the present system; and that where there is no collusion, there will be, under an Excise system, one additional safeguard against smuggling. For these reasons I see no weight in this objection.

Discussion on the Fourth Head. The arguments in support of the proposition that the preventive system would be more expensive to Government and more vexatious to the Molunghees, stated.

780. *That the preventive system necessary under an Excise would be more expensive to Government, and more vexatious to the Molunghees, than the present plan of Government manufacture.*—In support of this proposition, it is argued that the Bengal Salt is made in many remote parts of the country, difficult of access; and that each Salt work produces but a small quantity of Salt, so that the manufacture is scattered over a great extent of territory; that an immense number of preventive officers, at an extravagant cost, would be required to guard all these scattered works, whom it would be impossible properly to overlook and check; that this interference of an immense body of native excisemen with the Molunghees would subject the latter to extreme oppression, and would be contrary to the recognised maxim, that in India the people should be freed as much as possible from the interference of native revenue officers; and that the restriction and penal regulations which the circumstances of the manufacture would render it necessary for the preservation of the Revenue to impose, would operate to enhance the price of manufacture.

Some of the arguments conclusive against any system under which the manufacture and sale of Salt should be "absolutely free;" but none of them have any strength as against a system of "modified Excise."

781. Some of these reasons are, in my opinion, conclusive against any system under which the manufacture and sale of Salt in Bengal should be "absolutely free, subject only to such Excise or other duties as may now, or from time to time, be levied upon such Salt so manufactured;" if by this expression it be meant that, subject to such duty, any person might make Salt in any quantity, and at any time and place. Under such a system of free manufacture, the collection of any duty would be simply impossible; for no number of Excise officers that could be employed could watch a free manufacture over the many thousand miles of banks along the rivers, creeks, and channels in the jungles of the Sunderbuns alone. Many of those who have advanced these arguments seem to have in mind some free system of this sort, when objecting generally to any Excise system. But none of these arguments appear to me, when thoroughly analysed, to have any strength as against a system of private manufacture in particular places, under such restrictions and rules as may be necessary for the security of an Excise Revenue, but free so far as to be open to all speculators who satisfy the necessary conditions, which is what I understand by "a system of modified Excise, such as that of granting licences to private persons to manufacture Salt at stated localities." Every system of Excise, of which I am aware, imposes more or less of restrictions of this nature, and it would be impossible to collect the Revenue, even under the existing system of a Government manufacture of Salt, if restrictions as to the places of manufacture, the persons authorized to manufacture, and the manner of manufacture and storing, were not in force. I do not understand that any of those who have argued in favour of an Excise

intended to recommend any *unregulated* private manufacture. It is upon this understanding that I proceed to discuss the question.

Question discussed in the aspect of a system of "modified Excise;" in other words, a system of private manufacture in particular places, under such restrictions and rules as may be necessary for the security of an Excise Revenue, but free so far as to be open to all speculators who satisfy the necessary conditions.

782. I have no doubt that under an Excise system measures must be taken for keeping the higher Government officers as fully informed of the capacity of production, and of the daily progress of work in every Khalaree, as they are now. For this purpose, there must be the same, or an improved system of concentration of the places of manufacture, and the work must be carried on under licences, which should only be granted where the production will be sufficient to enable the Department to secure the Revenue from fraud without disproportionate expense. Also, I have no doubt that, as at present, measures must be taken for the secure storing of Salt, between the time of manufacture and the time of sale, whether the sale take place at the Khalaree or at some central Golah. But measures for all these purposes are taken now, and must be taken equally, whether the Salt is made on account of Government, or on account of a private person. In either case, precisely the same danger has to be guarded against, by precisely the same means; and, in either case, precisely the same result follows any laxity of administration. It is not possible that, all other circumstances being the same, a Molunghee can find it less easy to manufacture Salt clandestinely, and to pass it away from the Works secretly, because he is pretending to be making Salt only for Government, than he would find it if he were pretending to be making Salt only for a private person, to be stored and registered by Government.

Considered in that aspect, there is nothing valid in the whole objection.

783. On this understanding of the question, therefore, I have no hesitation in giving my opinion that the scattered character of the present manufacture will be no greater evil, and will be as easily remedied under a regulated Excise as under a Government manufacture: that the overlooking of the daily work of production, and the prevention of smuggling, will not be more costly, for an equal degree of security, under such a system than it is at present: that no greater restrictions on the Molunghees need be imposed under such a system, than are, in fact, now imposed upon him; that, under good management, there is no ground to fear that oppression will be inflicted on the Molunghees, who, under the proposed system, will have the master manufacturer to support him: and that as no restrictions or interference will be requisite under such a system, which is not indispensable at present, there is no reason to fear that any well considered Excise regulations will enhance the cost of making Salt, beyond the cost under the present system. There is, therefore, in my opinion, nothing valid in the whole objection.

Not necessary to analyse the arguments of those who support the introduction of an Excise system.

784. It would lengthen this report unnecessarily, to analyse the arguments of those who support the introduction of an Excise system. These arguments are founded upon general principles which, as such, are universally recognised. The burthen of proof is admitted to be on the other side of the question, on those who maintain that, in this instance, a Government should be concerned in the production of one of the first necessaries of life. On this side of the question, there has certainly been much exaggeration of the practical inconveniences of the present system. But the principle of the argument is sound; and I have given above my reasons for refusing to admit that it does not apply as fully to the case of Bengal Salt, as to the case of any other staple.

The arguments against an Excise are condensed in a Minute by Mr. Parker, written expressly to meet the Parliamentary Inquiry of 1836. These arguments, it is thought, have been answered in the foregoing observations.

785. The objections to, and arguments against, an Excise in Bengal, upon Salt manufactured by the common native process, are condensed, it may be said, in a Minute by Mr. H. M. Parker, junior member of the Salt Board, dated the 2nd of November, 1835. Mr. Parker's Minute was written expressly to meet the Parliamentary Inquiry of 1836, and his name is not to be mentioned without respect in the discussion of any question concerning the Bengal Salt Revenue; for, certainly, no other servant of the Bengal Government ever laboured so zealously, or effected so much, for the improvement, and

* Appendix E, No. 8.

improved administration, of that Revenue; but I venture to think that in the foregoing observations all the objections and arguments advanced against an Excise in the Minute in question have been essentially answered.

The great champion on the other side of the question, in favour of an Excise, was Mr. J. Crawfurd, whose views are held to be sound.

786. The giant champion on the other side of the question, in favour of an Excise, was Mr. J. Crawfurd, formerly of the Bengal Medical Service, the well known and persevering opponent of the Salt monopoly, in times past, by pamphlets, in periodicals, and before Parliamentary Committees, and more especially before the Parliamentary Committee on Salt in 1836.* His complete knowledge of the subject, and masterly treatment of it, gave great weight to his opinions even in those days; and it is impossible at the present time not to acknowledge that, however much he may have exaggerated (unintentionally of course), the practical inconveniences of the monopoly, his views as to the expediency and practicability of substituting for it a combined system of Excise and Customs were perfectly sound in principle, and essentially correct in the exhibition and treatment of details.

Mr. Parker's Minute, and a reply to it by Mr. Crawfurd, both given in to the Parliamentary Committee of 1836, were not published in the Appendix of the Committee's Report.

787. Mr. Parker's Minute being sent home, reached England just as the Committee of 1836 was closing its labours. Mr. Peacock, however, of the India House, was again called in as a witness, and he put in this Minute. Upon this, Mr. Crawfurd was also again called in, and gave in a reply to Mr. Parker's Minute. But neither of these very important documents containing a full discussion, upon opposite sides of the question, by the two persons best informed upon it, appear to have been placed on the records of the Committee; at all events, they were not published in the Appendix of the Committee's Report, although at the close of the evidence given by Mr. Peacock and Mr. Crawfurd, respectively, it is stated that the documents were handed in, and the Appendix is referred to.† Nor have I been able anywhere to obtain a copy of Mr. Crawfurd's paper. Another very valuable paper by Mr. Crawfurd, referred to in Question 678, is given in the Appendix of the Committee's Report; but not the reply to Mr. Parker's Minute, referred to in Question 1277.

Mr. Crawfurd's Paper, there is reason to believe, is not anywhere in existence. The omission of the two documents from the Appendix of the Committee's Report much to be regretted.

788. From information derived from Mr. Crawfurd himself, now residing in London, it seems certain that his paper in question was never printed. His impression is, that it was refused by the Committee as coming too late; upon which he asked that, in fairness, Mr. Parker's Minute should not be recorded, and this seemed to be at once conceded. The original paper was destroyed when the Houses of Parliament were burnt, and Mr. Crawfurd kept no copy. There is therefore every reason to believe that the paper is not anywhere in existence. It is much to be regretted that these two documents were not included in the Appendix of the Committee's Report. Had they been so, it is probable that the Excise question would have been brought under consideration again, and settled long before the present day.

Upon the whole question, the Commissioner's opinions coincide with those of the Board of Revenue.

789. Upon the whole question my opinions coincide with those of the Board of Revenue, as conveyed in their Secretary's letter to my address, which will be found in the Appendix.‡

The generally successful result of the proposed system in the Bombay Presidency, and the arguments used in favour of converting the monopoly manufacture under the Madras Presidency into an Excise, referred to in support of the Commissioner's opinion.

790. I refer in support of my opinion to the generally successful result of the proposed system in the Bombay Presidency, where it has been for several years in operation. Improvements in the administration of the system there, especially in the matters of concentration, and discontinuance of small detached works, I have reported to be advisable; but no one has ever proposed to abolish the system. It is true that Salt at Bombay is produced by solar evaporation, without boiling; but the descriptions§ I have given of

* See Minutes of Evidence, Pages 23 to 29, and 31 to 58; and Appendix No. 76, Pages 185 to 212.

† See Minutes of Evidence, Questions 1262 and 1277.

‡ Appendix A, No. 2.

§ For the descriptions of the Bengal method, see the Notes on the Agencies, Appendix B and Appendix C, Nos. 1 to 3.

the two methods of manufacture will show that a Bengal khalaree is as limited in extent as a Bombay Salt work, and therefore as easily watched and guarded. I think, therefore, that all the arguments I have used in Section 2, Part II of this Report, in favour of converting the monopoly manufacture under the Madras Presidency into an Excise, apply with equal force to the Bengal Presidency.

It seems now probable that the desired change will introduce itself gradually. At the present moment the Government have done all that can safely be done.

791. It seems now probable that the desired change will introduce itself gradually, as speculators become prepared to take the field. When the Government stocks are replenished, still more than has yet been done to encourage the private manufacture may be safely done, by gradually giving up to speculators portions of the best Salt districts, such as Tumlook and Hidgellee. But at the present moment the Government appear to me to have done all that can be done, without incurring the risk of a dearth of Salt,

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SECTION III.

ON VARIOUS QUESTIONS CONNECTED WITH THE PRESENT STATE OF THE SALT REVENUE SYSTEM.

Notice of the more prominent questions connected with the existing system.

792. I PROCEED, as in the case of the other Presidencies, to notice, briefly, the more prominent questions connected with the existing system and its administration.

A minutely detailed account of the Agencies will be found in the Appendix; and Maps of them accompany.

793. *The Agency System.*—A minutely detailed account of the system under which Salt is manufactured for the Government at the several Agencies in Bengal will be found in the Appendix B and Appendix C, Nos. 1, 2, and 3.* This account describes also the method in which the Salt when made is transported from the manufacturing grounds to the local depôts, and stored there; how, in the case of some of the Agencies, it is transported for storage and sale to the central Golahs, or Warehouses, at Sulkea, on the right bank of the River Hoogly, opposite Calcutta; and how, after being stored, it is sold and delivered from the central and local depôts. The obligations which the Government has incurred to the Zemindars in each Agency, and the compensation it allows them, whether for the use of fuel and manufacturing lands, or for loss either of profits from the manufacture of Salt or of Revenue, are also fully set forth in these papers; and Maps† of the several Agencies accompany, exhibiting all topographical information.

In its general features, the system of manufacture and sale is every where alike.

794. It is not necessary here to advert further in detail to the system of manufacture thus described, or to note the varieties of practice which the different circumstances of each Agency in many, and perhaps in most, instances, render unavoidable. It will suffice to observe that, in its general features the system is everywhere alike; that, except in the case of the manufacture by solar evaporation on the banks of the Chilka Lake, the Salt is produced by boiling; that the land on which the Salt is made is held by Government by virtue of payments, either past or present, made to the Zemindars; that, except in Chittagong, where the fuel is purchased by the Molunghees from private traders, lands on which fuel is produced are held by the Government on similar terms, and the fuel supplied gratis to the Molunghees; that a portion of the cost of the Salt is advanced to Molunghees at the commencement of the season before the manufacture begins; that a further advance is made to them during the season,

* Appendix B, Tumlook; Appendix C, No. 1, Hidgellee; Appendix C, No. 2, Chittagong; Appendix C, No. 3, Cuttack (including Balasore and Pooree).

† Maps, 8 to 10.

and that the accounts of each Molunghee are punctually and finally settled by the Agent at the close of the season after all the Salt has been delivered; that the Salt is made under the surveillance of Government officers, and delivered as made into the hands of Government officers, by whom it is dispatched to the Agency depôts, where it is weighed and stored under the personal superintendence of the Agent, or his Assistant; that from thence, with the exception of the quantity retained to supply the local demand, it is either transported by contract to the central depôt, or delivered to purchasers, on the production of assignments, issued by the Board of Revenue in Calcutta.

The main business of the Agents described.

795. The main business of the Agents is to enter into contracts with the Molunghees for the manufacture of the full quantity of Salt required to meet the estimated demand for the year; to provide them with funds and with the means of obtaining fuel to carry on the manufacture; to supervise the operations of the Molunghees, so as to ensure at once purity of manufacture, and the delivery of the whole produce to the Government; to see that, on the one hand, the advances are fairly worked out, and that, on the other hand, the Molunghees are fully paid for all the Salt they make and deliver; to provide for the transport of the Salt to the Agency Golahs, and its storage there; and to superintend its delivery, either to purchasers who have obtained assignments from the Board, or, in the case of the Western Agencies, to Contractors who have engaged to convey it on account of Government to the central depôt, at Sulkea.

The rates of contract with the Molunghees are various, depending upon local circumstances.

796. The rate at which contracts are made with the Molunghees for the manufacture of Salt varies in the several Agencies according to local circumstances, the chief of which may be considered the value of labour, the facilities for obtaining fuel, and the situation of the manufacturing grounds with reference to a supply of brine. Where labour is cheap and abundant, where an inexhaustible supply of fuel can be had by simply cutting the jungle in the immediate neighbourhood, and where the manufacturing grounds can be copiously saturated with sea water, undiluted by the fresh water drainage of the country, the rate is low. Where it is the reverse of all this, the rate is high. In Chittagong the contract Rate of manufacture includes the price of fuel which, in that Agency, is brought from a distance, and sold to the Molunghees. In the other Agencies fuel is collected, without payment, by the Molunghees themselves, from the Government lands upon which the manufacturing grounds are situated.

The considerations upon which the rates of contract, and the other expenses of the Agencies, are regulated.

797. The rates are adjusted from time to time by the Board, so as to afford the Molunghees a sufficient inducement to manufacture the quantity of Salt required for the year's supply, and yet, not to give them an undue profit at the expense of the consumer. The other expenses of the Agency are also so regulated as to confine both the Revenue and manufacturing charges of the Department within the narrowest limits consistent with true economy, and thus at once to secure the State from needless expense, and the public from being charged more for their Salt than is absolutely necessary. As no compulsion whatever is issued, and as the Molunghees generally are engaged in agriculture, and do not depend for subsistence on the manufacture of Salt alone, it is clear that any attempt to reduce the contract Rate below the point at which it will yield a fair profit must very soon lead to a cessation of the manufacture, and thus work its own remedy. On the other hand, the Molunghees are naturally prone to combine, not only among themselves, but with the inferior officers of the Agency, to raise the rates; and to prevent such combination, and its consequences, requires, on the part of the Agent, considerable firmness and address.

The pay of the Native Officers employed in superintending the manufacture is considered to be inadequate. A general revision of the Agency establishments is a mea-

798. There is room to doubt whether the pay of the native officers employed by the Government to superintend the manufacture is liberal enough to place them above the temptation, or even the necessity, of adding to their authorized emoluments, by practices which not only augment the charges of manufacture and entail loss of Revenue, but tend to demoralise the Department, to expose those concerned, both in

the manufacture and the purchase of Salt, to unjust exactions, and to bring the administration into discredit. The time has gone by when native officers employed in the Salt Department could make large fortunes by plundering in turn the Government and the public. The present system of supervision and management is too strict and close to admit of malversation on a large scale, but still there can be little doubt that the low salaries paid to subordinate officers of the Agencies are such as to encourage peculation, or, at least, to afford an excuse to those who practise it. A general revision of the Agency establishments is a measure which should receive early consideration, as the manufacture on account of Government is likely to be continued for some time.

sure which should receive early consideration.

799. *Excise System as at Present Existing.*—An account of the manner in which Salt is made at the Narainpore and Goordah Private Works, under a system of Excise, will be found in Appendix C, No. 4, and will be read with interest, as indicating the conditions under which the manufacture on this system is carried on at present. Where, by the application of capital, a large quantity of Salt can be produced in a comparatively small space, first, by exposure to the sun's rays, and, eventually by boiling in iron pans, the operations of the private manufacture can be easily supervised, and the Revenue collected with comparatively little expense or inconvenience. It is where the manufacture is carried on after the native fashion, by boiling the brine in small quantities, at a large number of different places, scattered over the country for the convenience of gathering fuel, that the difficulty of securing the Revenue in any other way than by purchasing the Salt on account of Government presents itself in full force. A plan* of the Narainpore Works accompanies.

An account of the Excise system as at present existing at the Narainpore and Goordah private works, where Salt is manufactured according to the English method, will be found in the Appendix, and a Plan of the Narainpore Works accompanies.

800. *The Preventive System.*—The measures adopted for preventing illicit manufacture, and the smuggling of Salt, either from the Government manufacturing grounds, from ships in the River Hoogly, or from places beyond sea, are fully described in Appendix C, No. 5; and a map† of the Salt Preventive Superintendencies accompanies, exhibiting all topographical information. The operations of the Preventive Establishments are confined to a narrow strip of saliferous land on the sea coast, extending from the district of Chittagong on the east, along the head of the Bay of Bengal, to the Province of Cuttack on the west; and Salt, once passed beyond those limits, whether it have paid duty or not, is free from molestation.

The Preventive system is fully described in a Note in the Appendix, and a Map of the Chowkey Superintendencies accompanies.

801. The Preventive Agency is, for the most part, separate from, and independent of, the agency employed in the manufacture of Salt on account of Government, the one acting as a check upon the other; but this is not the case in Tumlook and the Province of Cuttack, where the Agents are also the Superintendents of the Preventive Force, and the advantage derived from the principle of mutual check, is in a great measure lost. It is in contemplation to separate the two functions in Tumlook, and to extend the authority of the Superintendent of the Midnapore Preventive Chowkeys to that district. The adoption of this plan in Tumlook cannot fail to be attended with the same benefit that has accompanied it in other places, and the system should also be extended to Cuttack. In the case of Tumlook, it will enable the Superintendent to withdraw some of his posts from the more northern of the guarded tracts in the district of Midnapore, and will restrict, still further, the area within which the interference of Government Officers is necessary. The whole Preventive Force in Tumlook and Cuttack should be placed under the authority of the Comptroller of Salt Chowkeys.

The Preventive Agency is separate from, and independent of, the Agency employed in the manufacture, except in Tumlook and the Province of Cuttack, to which places the system should be extended.

802. As a general rule, the Preventive Agency should be concentrated in the neighbourhood of actual Government manufacture, where the inducements to smuggling, and the facilities for carrying it on exist in a far greater degree, and distributed more sparsely over those parts of the country where manufacture is not authorized, and where attempts to undertake it are easily detected. The River Hoogly and the channels of the Sunderbuns, by which Salt may be

The general rule which should regulate the distribution of the preventive Agency.

* Plan No. 12. † Map. No. 11

smuggled from abroad, require to be closely watched. On the other hand, it can hardly be doubted, that in the Delta of the Ganges, and especially in the District of Backergunge, the guarded track might be still further limited, by the abandonment of some of the northern Chowkeys most distant from the sea,

The practice of endorsing the protective documents has been substituted for that of measuring the cargoes of boats carrying Salt by the principal routes, and might itself be abandoned.

803. The practice of "cooting," that is of measuring at several fixed stations on the principal routes, the cargoes of boats carrying Salt upon which duty has been paid, and which is protected by Rowana, was formerly considered an important and essential part of the Preventive System, and its observance is authorized and enjoined by law; but it has now been entirely abandoned, and instead thereof the protective documents are examined and endorsed by the Chowkey officers; and the number of stations at which even this process is observed, has been considerably reduced. No loss to the Revenue, or other evil consequence, has been found to arise from this relaxation, which has been productive of great relief to the trade, and there is every reason to believe that the modified plan of examining and endorsing the protective documents might also be entirely given up, and the interference of the Protective Officers confined to those cases in which there is reason to suspect an attempt to smuggle, or otherwise evade the payment of duty.

The pay of the subordinate officers of the Preventive establishment is considered to be on too low a scale.

804. The remarks already made in respect to the pay of the subordinate officers of the Agencies, are applicable also to that of the subordinate officers of the Preventive Establishment. It is generally on too low a scale, and sufficient attention has not been paid to the reward of meritorious services by gradual advancement, and increased allowances. If the suggestions above made be adopted, it is probable that a diminution in the number of the Preventive Officers, consequent on the concentration of the force, and the further limitation of the guarded tract, might afford the means of increasing the emoluments of those whose continued employment is really necessary, without any additional charge to the State. I agree in the opinion expressed by the Board of Revenue* that, under a system of Excise upon the manufacture, no considerable change will be found practicable in the strength and distribution of the existing Preventive Force.

The system of Retail Sales is fully described in a Note in the Appendix, and the Maps of the Agencies and Chowkey Superintendencies illustrate it.

805. *Retail Sales by the Government at Reduced Rates of Duty.*—An account of the system of retail sales, under which Salt is sold in small quantities, and at reduced prices, for consumption within the guarded tract described under the preceding head, will be found in Appendix C, No. 6. There is also a collectin oof papers on the subject in Appendix L; and all topographical information concerning these sales is exhibited in the maps† of the Agencies and Preventive Superintendencies.

The system of retail sale is adopted in aid of the preventive measures in force, to prevent smuggling.

806. Except in Cuttack, where the circumstances are peculiar, and where an attempt is made to supply the hilly country lying between that province and Behar with Salt, somewhat less heavily taxed than that consumed in Bengal, and thereby to keep out the still more lightly taxed Salt of Ganjam, the system of retail sale is adopted in aid of the preventive measures in force to prevent smuggling, the object being to induce the inhabitants of the saliferous tracts to consume Salt upon which *some* duty is paid, instead of making untaxed Salt for themselves, and supplying it to others, and to obtain a revenue from the consumption of Salt in places, where, from the facility of smuggling, if the full amount of duty were imposed, no licit Salt would be consumed.

The principles which ought to govern the sale of Salt by retail described.

807. The principles which ought to govern the sale of Salt by retail, are the same as those by which the distribution of the Preventive Force is regulated; that is to say, the sales should be confined to those tracts in which manufacture on account of Government is carried on; and districts in which Salt can be made, but where the manufacture is prohibited, should be left to the operations of the regular trader. In such districts, it is easier to prevent the illicit manufacture of Salt altogether, or, at least, to put a stop to traffic in

* Appendix A, No. 2, Paragraph 5. † Maps 8 to 10, and Map 12.

untaxed Salt, than it is to prevent the cheap retail Salt from finding its way beyond the frontier of the guarded tract, and thereby at once competing at an advantage with the Salt on which the full duty has been paid, and injuring the public Revenue.

It is questionable whether any advantage is gained by the system of retail sale.

808. Even in the manufacturing Agencies it may be a question whether more harm is not done in this way than advantage gained by the sale of cheap Salt to the people. It is by no means certain that it would not be more directly profitable to the Revenue to leave even these tracts to be supplied by the regular trader with Salt upon which the full duty has been paid, than to supply them with cheap Salt, which, in spite of all precautions, is carried beyond the frontier, and there interferes with the sale of full priced Salt. In neither case can the actual manufacturers of Salt be expected to refrain from eating of the Salt which they themselves have made, and in the former case though it would be more difficult, yet it would be by no means impossible, to prevent the manufacturers from supplying untaxed Salt to others. The real objection to the discontinuance of retail sales at a cheap rate in the manufacturing districts is, that the manufacturers would be constantly tempted to sell, at a small advance, to consumers and smugglers, a portion of the Salt which they had made for the Government, and that the officers of the Department would be as strongly tempted by a share of the profit, to connive at such practices; but it may well be doubted whether the effect of discontinuing retail sales would not be rather to change the character of smuggling than to increase its amount, and whether, if they were discontinued, the Government would lose more by smuggling than it does at present by smuggling added to the voluntary sacrifice of Revenue involved in the sale of Salt at low prices.

It may be well to consider whether the system of retail sale ought not to be abandoned at once.

809. If an Excise system were substituted throughout Bengal and Cuttack for the present system of manufacture on account of Government, the retail sale of Salt by the Government must of necessity cease; and it may be well to consider whether, with a view to this contingency, as well as to relieve the Government from its connection with such petty transactions, and from the odium, not readily susceptible of explanation to those who are unacquainted with the details of the Department, of underselling the merchant who has paid full duty upon his Salt, the system of retail sale ought not to be abandoned, even while the manufacture on account of Government is continued. With the abolition of retail sales and the concentration of the preventive force around the sources of illicit supply, as recommended under the previous head, the limits of the guarded tract might be still further contracted, the machinery of protective documents and the interference of Government officers with the merchants and dealers would be restricted in a commensurate degree, and the trade in Salt throughout Bengal and Orissa would be really free. It would, in this case, be necessary to retain part of the Salt manufactured at the Cuttack Agencies in the local depôts for sale at the usual wholesale prices, being the fixed duty added to the cost of production.

In like manner, it is questionable whether the system of local sales in the Province of Cuttack, at reduced prices, ought not to be abandoned at once.

810. With regard to the sale of Salt in Cuttack at low prices for the supply of the hilly country between Cuttack and Behar, it may in like manner be doubted whether it would not be better to leave the traders, upon whom the inhabitants of that part of the country depend for their supplies, to purchase Salt at the full price from the Government Golahs either at Sulkea or in Cuttack. The chief difficulty in the way of such a change consists in the fact, that Kurkutch Salt is sold at Ganjam under the Madras regulations at one rupee a maund, and it is supposed that in a great part of the country referred to, this Ganjam Salt would be consumed if it were not competed with by Salt sold almost at cheaply at the local depôts on the Cuttack frontier. But it must be remembered, on the other hand, that the sale of cheap Salt at Cuttack limits the operations of the Bengal traders who purchase their Salt either from importers or

from the Government depôts on the river Hoogly, and who, but for this limitation, would supply a great portion of this country, for which the Grand Trunk Road, and to a certain extent the railroad, gives them considerable facility. The additional profit obtained by selling Kurkutch Salt at Poorec for the interior consumption, at rupees 1 : 8 a maund, cannot be compared with the loss of Revenue caused by the supply of Pungah Salt in Balasore and Cuttack at prices varying from one to two rupees a maund below the price paid for the Salt with which Midnapore is supplied. And it seems on the whole better that, on the one side, Ganjam Salt at one rupee a maund should find its way wherever the expense of carriage or the taste of the people do not oppose obstacles to its consumption, and that, on the other hand, the Salt of Bengal and Cuttack, at the full price, consisting of cost and duty, should be left to penetrate by the usual course of trade to wherever there is a demand for it, than that the Government should interfere to prevent the consumption of either one kind or the other by the sale of Salt at intermediate prices on the Cuttack frontier. It may be said that this would lead to an increase in the price of Salt at some places in the interior, but so long as the duty on Bengal Salt is rupees 2 : 8 a maund, there seems no reason why the inhabitants of any part of the Presidency of Bengal should be preferentially exempted from the payment of any part of that duty, or why the inhabitants of Chota Nagpore should be supplied with Bengal Salt cheaper than those of Rungpoor or Behar. The true remedy for any partial inconvenience of this kind consists in a further general reduction of duty in which all would participate.

On the whole, the Commissioner inclines strongly to the conclusion that it is desirable to abandon the system both of retail sales and of local sales at reduced prices, at once.

811. On the whole, then, notwithstanding the strong opinion expressed by the Board of Revenue, that so long as Government continues to manufacture, local sales from Government depôts should be continued in the manufacturing localities,* I incline greatly to the conclusion that it would be proper, practicable, and profitable, to abandon the system of retail sales in Bengal, and of local sales at reduced prices, in addition to retail sales, in Orissa, at once.

On the subject of Smuggling, the Commissioner concurs generally in the opinions expressed by the Board of Revenue.

812. *Smuggling.*—This subject is treated generally in paragraphs 12 to 15 of a letter from the Board of Revenue, dated the 16th of September, 1854, which will be found in the Appendix.† In another paper in the Appendix,‡ the system of smuggling from the manufacturing ground is described through all its stages, the illicit Salt being traced to its origin, and followed until it reaches the consumer. I believe, with Mr. Ricketts, that smuggling from the manufacturing localities prevails to a much greater extent than his colleague, Mr. Currie, has been led to conclude, and I agree with the Board in their opinions on the subject generally.

The principle upon which the wholesale prices of Government Salt are adjusted.

812. *Principles and Method on which the Manufacturing Cost to the Government of the Home-made Salt is ascertained and fixed.*—The principle upon which the wholesale prices of Government Salt are adjusted has been explained in paragraphs 733. In accordance with the resolution of the Select Committee of the House of Commons in 1836, and the orders of the Court of Directors, consequent thereupon, the fixed duty is added to the cost price of the Salt produced at the different Agencies, as shown on an average of three years, and the total of these two items in each case is the wholesale price. But there has always been a question as to what proportion of the expense incurred by the Government in the production of Salt is fairly to be considered a charge of manufacture, and, therefore, to be included in the cost price of the Salt, and what proportion must be held to be incurred for the prevention of smuggling and collection of the Revenue, and, therefore, to be excluded from the cost price of Salt, and made a charge on the general Revenue of the Department.

The adjustments are probably as satisfactory as the nature of the case admits of.

814. The question has been fully discussed in the papers which will be found in Appendix P, Nos. 1 to 3. The principle of sepa-

* See Appendix A, No. 2, Paragraphs 8 to 11.

† Appendix A, No. 2. ‡ Appendix O.

rating purely manufacturing from purely revenue charges, and including only the former in the cost price of the salt, has been universally recognised, and is unquestionably sound. But there are some items of charge, of a mixed character, of which it is difficult to say with precision whether they would still have to be incurred under any method of administration, or whether they are necessarily incident to a system of manufacture. The report of the Accountant contained in Appendix P, No. 3, goes minutely into each item, and the results that have been arrived at are probably as satisfactory as the nature of the case admits of. It seems certain that the tendency of these results is to include in the cost price every item that can with reason be classed in that category, so as to obviate any imputation of unfairness as towards the importer of Salt from abroad, or the producer of Salt under Excise.

The necessity for modifying the principle laid down for observance in the pricing of Government Salt considered.

815. There appears to be a clear necessity for modifying the principle laid down for observance in the pricing of Government Salt. The documents bearing on this part of the subject will be found in Appendix P, Nos. 4 and 5. Owing to the somewhat superior quality, and much greater cheapness of some kinds of Salt which are brought for sale to the Sulkea Depôt, and especially of the Balasore Salt, the arrival and storage of a batch of Salt of this kind is eagerly looked for; and, even before it is declared ready for delivery, the Board's office is beset by applications to an extent many times greater than the actual quantity available, and these chiefly from jobbers and speculators, whose only object is to get a portion of the Salt assigned to them, and turn an immediate profit by disposing of it to a regular Salt merchant at its market value, the market value being generally a little higher than the wholesale price of the most expensive Government Salt in store. Many expedients have been resorted to in order to correct this state of things, which was productive of much inconvenience, and gave rise occasionally to scenes of confusion and disturbance, not altogether creditable to the public office in which they occurred, and at present the difficulty has been met, though at the sacrifice of a rule laid down for the guidance of the Government, by putting up the Salt in convenient lots to auction, and selling them to the highest bidder.

The Board have from time to time objected to offering Salt of a certain description at prices considerably below its market value.

816. The Board have from time to time objected to the practice of offering Salt of this description at prices considerably below its market value, not only for the reason given in the preceding paragraph, but also because it practically makes the more expensive and less esteemed kinds of Government Salt in store unsaleable. To this second objection but little weight has been attached by the Government, since it is necessary that there should be a reserve stock of some kind of Government Salt in store; and, as it has never been satisfactorily shown that Salt deteriorates by keeping, it is not only a matter of no consequence whether the old Salt is sold or not, but there may be even an advantage in keeping such Salt in reserve for occasions when a possible scarcity would naturally compel recourse to Salt of a dearer and inferior description. But the first objection is a reasonable one, and though it has been temporarily met by resorting to auction sales, yet this practice, besides being not altogether in accordance with the recommendation of the Select Committee, as giving to the Government a higher rate of profit than the fixed duty of rupees 2:8 a maund; is so far disadvantageous to the consumer that it tends to confirm an evil arising out of the present system of pricing the different kinds of Salt, and that is, that the general market price of all kinds of Government Salt is forced up to the price fixed for the most expensive kind; instead of being kept down, as it might be under a different system, to an equality with the general average price of all Salt offered for sale at Sulkea.

There seems to be no objection, either in principle or practice, to fix one general price for all kinds of Salt hereafter

817. There seems to be no objection, either in principle or practice, to fix one general price for all kinds of Salt hereafter conveyed for sale to the Sulkea Depôt, whether it be brought from any one of the Cuttack Agencies, from Tumlook, from Hidgellee, or elsewhere.

conveyed for sale to the Sulkea Depôt,

There can be no greater reason against fixing one price for the Salt of different Agencies offered for sale at the same depôt, than for fixing one price for all the Salt of any given Agency. The actual difference of cost between the produce of different parts of the same Agency is frequently as great as that between the produce of two different Agencies, and if the price be fixed on an accurate average calculation of the price of the whole, it makes no difference of principle whether that calculation embraces a large or a small quantity, the Salt of several Agencies or of several parts of the same Agency. On the other hand, by fixing one general price for all Government Salt sold at Sulkea, the inconveniences complained of under the present system would be removed, and the market price, instead of being regulated by the cost of the dearest kind of Government Salt in demand, would be regulated by the average cost of the whole.

The Bonding Rules as they now stand are believed to give complete satisfaction.

818. *Bonding Rules.*—On this head it is unnecessary to do more than to refer to the papers contained in Appendix Q, and especially to No. 4 of the collection. A considerable portion of the warehouses at Sulkea is set apart for the use of importers who desire to bond their Salt, on payment of a moderate rent. Imported Salt may also be bonded in private warehouses. Duty is not levied until the Salt is cleared; and on Salt bonded at the Sulkea depôt there is allowed a wastage of $2\frac{1}{2}$ per cent. on the quantity delivered from the ship. It is believed that the Rules as they now stand give complete satisfaction.

There is nothing on record to indicate, or the slightest reason to suppose, that the Molunghees are subject to the least degree of coercion, or that their condition is in any respect worse than that of any class of labourers in Bengal.

819. *Treatment of Molunghees.*—This part of the subject is exhausted in the Note prepared by Mr. Parker, and laid before the Select Committee of the House of Commons, in 1836, which will be found in Appendix R, No. 1. It need only be added that there is nothing on record to indicate, or the slightest reason to suppose, that the Molunghees are subject to the least degree of coercion, or that their condition is in any respect worse than that of any class of labourers in Bengal. They are generally eager to receive advances from the Agents, and engage in the manufacture to the full extent of the annual provision, and any diminution in the quantity required rarely fails to call forth their remonstrances. At the same time it is to be remembered that they are usually engaged in agriculture, and that the discontinuance of the manufacture of Salt, though it might limit their resources, would by no means deprive them of subsistence.

In substituting a system of Excise, no special regulations for the protection of the interests of the Molunghees needed.

820. I agree with the Board of Revenue* that, in substituting a system of Excise, no special regulations for the protection of the interests of the Molunghees would be needed. As a class, they are quite able to take care of themselves, and may well be left to do so, and to make their own terms with the master manufacturers.

The laws for the protection of the Salt Revenue are not considered to operate with undue severity.

821. *Pressure of the Salt Laws.*—A petition was some time ago presented to the Government by the British Indian Association, a body consisting almost exclusively of Zemindars, complaining of the undue severity and injustice of the Salt Laws, as bearing upon the interests of that class.† Their objections, though stated at some length, were in effect confined to a section of Act, No. XXIX, of 1838, which provides that a landholder who shall knowingly omit to give information of illicit Salt Works established in his Zemindaree shall be liable, on conviction before a Judge, to a fine of rupees 500 for every such work, and that "such knowledge shall not be required to be established by direct proof, but may be inferred from circumstances, at the discretion of the Judge." The Board of Revenue, who were required to report on this petition, showed conclusively that it was absolutely necessary to hold the Zemindars responsible for the construction of illicit Salt Works on their estates, and that this responsibility had attached to them from the time of the permanent settlement. They also showed that the law was never enforced, except in "glaring" cases of encouragement, and that it had been leniently administered. But they took the opportunity of laying down certain

* Appendix A, No. 2, Paragragh 4. † Appendix S, No. 1.

precise rules, which will be found in Appendix S, No. 2, limiting still further the application of the law, and with these rules it is understood the Association is satisfied.

SECTION IV.

ON THE SALT TAX GENERALLY AND THE RATE OF DUTY.

822. THOSE who have urged the expediency of a reform in this branch of the Revenue, have not raised the abstract question of the propriety of imposing any tax whatever upon a necessary of life, such as Salt. Mr. Crawfurd, who has for many years been foremost in the opposition to the monopoly system, and who is, perhaps, in theory, the least favourable to a Salt tax of all those who have written and given evidence against the present system, proposes no more than the freedom of the manufacture, and the reduction of the Duty.*

The abstract question of the propriety of imposing any Tax whatever upon Salt has never been raised by those who advocate a reform in this branch of the Revenue.

823. It has been argued in favour of the Tax, which, it is admitted partakes in some respects of the nature of a capitation Tax, that in India "the great mass of the people, with few exceptions, are nearly in the same condition," and that, therefore, "there is no injustice and little inequality" in such a Tax. Mr. Crawfurd shows that amongst the humbler ranks of Society, without pushing the comparison into the upper classes, the inequality of income is very great in India, quite as much so as in other countries; and as each individual's consumption of Salt varies little in those ranks, he demonstrates that, as a general Tax upon the consumption of the humbler classes, the Salt Tax is unequal. But even Mr. Crawfurd admits the advantages of the Tax, the facility with which it is levied, and the difficulty of pointing out a more productive source of Revenue whereby to meet the exigencies of the State. The Tax is very productive, and it is raised at a small proportionate cost. Over the greater part of the territory subject to it, that is to say, over the whole of the interior of the country, the Tax is raised without the intervention of any Revenue Officers, or Preventive Establishment, an object which is nowhere of greater importance to the comfort of the people than in India. It is justly argued by Mr. Tucker, in his review of the Financial situation of the East India Company, published in 1824,† that in this respect the Salt Tax in India partakes of the advantages of a Frontier Duty, and is so far preferable to any levied directly throughout the whole territory. Apart from the questions of the rate of Duty, and the manner of levying it, and presuming the amount of the Duty upon Salt to be moderate, with reference to the circumstances of the people, the whole of the evidence on both sides of the question of monopoly goes to this, that no less objectionable Tax can be pointed out.‡ The people are accustomed to it, and pay it without complaint; and, though it does press upon the labourer more severely than upon a man of the classes above him, in proportion to the respective means of each, it is the only Tax, direct or indirect, of any description, which labourers and other poor people in India are obliged pay.

The whole of the evidence on both sides of the question of monopoly goes to this, that no less objectionable Tax can be pointed out.

824. This last point should never be lost sight of, in considering either the general question of the propriety of any Salt Tax at all in India, or the more special question of the rate at which such a tax can properly be imposed. An Indian labourer, if he chooses to take spirits or intoxicating drugs, pays a tax to the Abkaree Department; and if he chooses to wear English cotton cloth, instead of country cloth, he pays a trifling tax to the Customs' Department. I am not aware that there are any other taxes to which he could contribute, even if he had a mind to do so; and the two last are certainly paid voluntarily by those who pay them at all.

It should never be lost sight of that the Salt Tax is the only Tax, direct or indirect, of any description which labourers and other poor people in India are obliged to pay.

* See Appendix H, No. 1 † Appendix J, No. 7.
‡ See Appendices H and J.

The argument that Salt is the only condiment an Indian labourer consumes with his food is a mistake of fact. The Indian labourer is more fortunate in the fiscal system under which he lives than the English labourer.

825. It has been argued that it is grievous to tax Salt in India, because Salt is the only condiment an Indian labourer consumes with his food, which is of such a nature that, without Salt, it would be unbearably insipid. But this is a mistake of fact. Dr. Bedford's paper on the income, expenditure and food of the poor classes in Bengal,* shows that, dear as Salt is in Bengal, usually as much is spent by these very classes upon pepper and other untaxed spices, (exclusive of the very important item of oil, also untaxed,) as upon Salt, and sometimes more. The daily food of the Cooly, or common working man in Bauleah, is shown to consist of dhal, fish, meat, spice, green vegetables, milk, and oil, besides rice and salt. This paper also shows that usually half as much is spent by the poorer classes on tobacco (also untaxed) as on Salt. The Indian labourer then, when the facts of his case are ascertained, is found to be much more fortunate in the fiscal system under which he lives than the English labourer. I am not aware what condiment, except Salt, the latter can enjoy untaxed. In tobacco alone, I imagine many labourers in England contribute more to the Revenue of their country in proportion to their income than the Indian labourer does in Salt; and those English labourers, who may consume occasionally sugar, coffee, tea, malt liquor, pepper, or other spices, and the like small luxuries, corresponding with the spice, milk, or dhye, oil, and tobacco of the Bengallee, pay very heavy taxes, to which there is nothing corresponding in the Indian fiscal system as it affects any class of people. Mr. T. L. Peacock, in his evidence before the Select Committee of 1836, says:—"I think the English labourer's taxes bear a greater proportion to his wages" (than the Salt Tax paid by the Bengal labourer bears to his wages): and speaking of the English system of taxation he says: "Almost all the taxes that fall upon the (English) labourers are out of the necessaries of life; many taxes have been taken off of late years; the taxes are taken off soap, leather, and candles; formerly there was scarcely anything that was not the subject of taxation to the poor man in England."† I have not observed that any witness in 1836, or on any other occasion, has controverted this statement.

The Commissioner agrees with those who are of opinion that it is impossible to point out any equally productive source of Revenue in India less objectionable than a moderate Salt Tax.

826. Thus, when the question of the propriety of a Salt Tax in India is investigated, it is found to resolve itself into the question of whether it is proper or not to lay, directly or indirectly, any tax whatsoever upon the mass of the community. I have not found the negative of this question maintained in any of the discussions upon the Salt question to which I have obtained access. And this consideration accounts for the unanimous opinion, in favour of a Salt Tax, which all Indian authorities have pronounced when interrogated on the subject. I agree with those who are of opinion, that it is impossible to point out any equally productive source of Revenue in India less objectionable, all things considered, than a moderate Salt Tax.

The amount of the Duty on Salt considered.

827. It remains to consider the amount of the duty on Salt, at present levied in Bengal, which, as has been said, is now $2\frac{1}{2}$ rupees a maund.

828. In the first section of this part of my Report,‡ I have described the several reductions that have been made in this duty within the last 12 years; namely, from $3\frac{1}{4}$ rupees, its highest point, to 3 rupees, in October 1844; to $2\frac{3}{4}$ rupees in April 1847; and to the present rate in April 1849; on which last occasion it was announced that no further change of duty should be made before the 1st of May 1854. In the same place I have also shown the increase of consumption, *taking all sorts of licit Salt together*, which has followed these reductions; and their effect upon the net Revenue of the Department.

In March, 1854, the Board of Revenue expressed an opinion that a reduction of the Duty to rupees 2 per maund would be a desirable measure.

829. In March, 1854, the Board of Revenue laid the results of the last reduction before the Bengal Government. They represented that up to the close of 1852-53, the annual Revenue by the increased consumption of Salt at a duty of two rupees and a half a maund,

* Appendix M, No. 3. † Appendix J, No. 4.

‡ Paragraphs 734 to 738.

had recovered nearly half the amount lost by the reduction of the Duty by twelve annas a maund upon the quantity consumed in 1844; that is to say, that it had recovered, by their computation, 17½ lakhs of rupees.* After observing that the question of further reduction was a financial question, to be determined mainly on financial considerations, they said: "Generally the information with which the Board has been furnished goes to show that since the late reductions, Salt is supplied to the people at a cheaper rate and in a much purer state than was the case formerly. It cannot, however, be doubted, that in some parts of the country the price is still so high as greatly to restrict the use of the article, if not to place it altogether out of the reach of the poorer classes; and, apart from financial considerations, it would be most desirable that further reductions should be made. But if the Board be permitted to offer a suggestion, they would say, that if any change is determined on, it should be to lower the duty at once to two rupees per maund, the rate which prevails on the North-Western frontier, instead of making only a four annas abatement as heretofore. By so considerable a reduction, there would be a much greater probability of the price being at once reduced to the consumer, and a stimulus in consequence given to consumption, than if an intermediate rate of rupees 2 : 4 were adopted. Such a measure, however, would involve a present sacrifice of rupees 27,00,000, with the prospects only of some portion of it being gradually made up, hereafter, by increased consumption. Fully to make up the amount just mentioned would require at two rupees a maund, an increased consumption of 13½ lakhs of maunds, and, judging from past experience, more than one third of this increase could not, the Board think, be reasonably expected within the next five years. It is for the Government to judge what course should be adopted; but the Board would venture to remark that the present moment, when the Government stocks are very low, and importation is more slack than it has been for many years past, is not peculiarly favourable for a change which might have the immediate effect of causing a sudden increase of demand."†

But the Bengal Government considered any reduction at that time inexpedient.

830. The Most Noble the Governor of Bengal considered it inexpedient, under all the circumstances of the case, to make any alteration in the duty at that time.‡

In April, 1855, the Government of the North-Western Provinces suggested the abolition of the differential Duty levied at Allahabad on Western Salt; but the suggestion was not favourably received.

831. It has been explained that the Duty upon Salt in the North-Western Provinces and in the Punjab being two rupees a maund, a line is drawn at Allahabad, below which Western Salt cannot pass without payment of a Differential Duty of eight annas a maund, to put it upon a par with Bengal Salt, which meets Western Salt and divides the market with it in the Province of Benares. In April, 1855, the Lieutenant-Governor of Agra suggested the abolition

* *Note.*—The Board state that if they could have included the year 1853-54, the result would have been more favourable; which, however, was a mistake; the result of 1853-54 turned out below the average. Nevertheless, the Board's Report shows the result of the last reduction in 1849 in very much too unfavourable a light. They should not have made any comparison with 1844-45, as the first reduction was made in the middle of that year. They give a series of triennial averages, from which they infer that both the first and second reductions were followed by a very large increase of consumption, but that since the last reduction, the increase has been comparatively inconsiderable. This conclusion was derived from a comparison of averages very erroneously made. The penultimate triennial period, with which the last triennial period is compared, includes thirteen months of the reduced duty, by which its average was very greatly raised above the average of the biennial period which ought to have been taken as the standard of comparison. The last reduction took effect on the 1st of April, 1849, and the deliveries of the year from 1st May, 1849 to 30th April, 1850, were 55,10,682 maunds, against 49,43,343 maunds in the preceding twelve months, which include one month (April) of very large deliveries immediately following the reduction. In reality, the result of the last reduction has been fully as successful as that of the two first reductions, as will be seen by a reference to the Statement T.

In examining the Board's statements, it should be borne in mind that they exclude the retail sales in the manufacturing districts, where the general rate of Duty is not enforced, and that the columns of "Proceeds" in their Enclosure A, have no *financial* significance.

† Appendix K, No. 1. ‡ Appendix K, No. 2.

of this Differential Duty, in order to the relief of the people of the Province of Benares; but the suggestion was not favourably received by the Bengal authorities, for the obvious reason that, besides the financial result of the loss of eight annas duty on the six and a half lakhs of maunds which now annually pass Allahabad, a further loss would be incurred at the same rate on an unknown, but certainly very large, quantity of sea-borne and Bengal Salt, which would be displaced by the lower taxed Salt from the westward.* The Government of India adopted the same view.

The abolition of the Differential Duty at Allahabad is in itself a very desirable measure, but one that certainly ought not to be taken otherwise than simultaneously with a reduction of the Bengal Duty to the rate levied in the North Western Provinces.

832. It appears to me that the abolition of the Differential Duty at Allahabad is in itself a very desirable measure; but that it is certainly one that ought not to be taken otherwise than simultaneously with such a reduction of the Bengal Duty as will equalise it with the duty charged in the North-Western Provinces upon Western Salt. There is no reason why the people of the permanently settled Province of Benares should pay less Salt Tax than the people of the permanently settled Province of Behar; and besides the general financial consideration, there is a very sufficient reason why low taxed Salt ought not to be allowed to compete with high taxed Salt, in the same province; namely, that whilst Government will lose all the difference of tax upon all the high taxed Salt that would be superseded by the low taxed Salt, the consumer would not be benefited in a corresponding degree, because more or less of the difference would be wasted in transporting the low taxed Salt beyond the natural frontier between Western and Coast Salt.

The arguments for and against a reduction of Duty discussed.

833. The advocates of a reduction of Duty, whose arguments will be found collected in Appendix H, support their proposal on two grounds; first that the present rate of Duty is so high as to operate positively as a very heavy and grievous burthen upon the labouring population; and, secondly, that by stimulating consumption and checking smuggling, a large reduction of Duty will not permanently injure the net Salt Revenue, but, on the contrary, will eventually improve it. Both propositions are denied by gentlemen of experience and ability, whose arguments will be found collected in Appendix J. A middle course is taken by several of the witnesses who have been examined upon the question, who are of opinion that, although the rate of Duty does not amount to what can fairly be called a heavy and grievous burthen upon the labouring population, it is still positively too high; and that a reduction of Duty will increase consumption, and diminish smuggling in a material degree, although it will not do so to such a great extent as some of the advocates of reduction expect. I will discuss each point separately.

Mr. Crawfurd's estimate that an ordinary Bengallee labourer, with an average family, spends one-sixth part of the yearly earnings of the family upon the single article of Salt, must be set aside as wholly erroneous.

834. Mr. Crawfurd contends that an ordinary Bengallee labourer, with an average family, spends one-sixth part of the yearly earnings of the family upon the single article of Salt; whence he infers that a Tax, which was, when he wrote, more than 600 per cent. on the wholesale prime cost of the article, is a heavy and grievous burthen.† The Tax has been reduced since by nearly 24 per cent.; but even so it must be admitted that if it affects one-sixth part of a labourer's expenditure it is, at least, for India, an excessive Tax. But, in truth, Mr. Crawfurd's estimate of the proportion of a labourer's income required for his supply of Salt alone is quite erroneous. It assumes that 2 rupees a month, or about 1 anna a day, is a fair average income for a labourer's family of five souls, of such an age as to require monthly each, on an average, one pound weight of Salt with his food. To say nothing of Salt, spices, oil, fuel, clothing, and all miscellaneous expenses whatsoever, this whole income would not afford each individual of the family a pound weight of rice a day. Now, we know that a working cooly himself consumes more than two pounds of rice, besides from a quarter to half a pound of pulse (which is more nutritious than rice, and nearly twice as dear), and besides fish, spices, fresh vegetables, milk, oil and Salt,‡ Mr. Crawfurd's estimate must thus be wholly set

* Appendix K, Nos. 3 to 5.

† Appendix H, Nos. 1, 5, and 6.

‡ See Dr. Bedford's Tables in Appendix M, No. 3.

aside, as one that cannot possibly be true. In fact, the earnings of the head of the family are taken too low by half; the earnings of the rest of the family are omitted altogether, which, as each individual is assumed to be old enough to require, on an average, a pound of Salt a month is a great omission; and the cost of the estimated quantity of Salt consumed is greatly over-rated. The retail price of Salt in the interior, at a high average, may fairly be taken now at about an anna and a half a seer. At this rate the price of Mr. Crawfurd's yearly allowance of 30 seers is rupees 2 annas 13, not rupees 4, as Mr. Crawfurd makes it.

835. Taking Dr. Bedford's domestic statistics of 100 families, which are probably the best that have yet been obtained, the average monthly expenditure of each family on Salt is annas 2 : 9 pies; being no more than rupees 2 : 1 anna a year. But these families are for the most part very much above the common labourer, or cooly; the greater number of them deriving some income from the produce of land, and keeping more than one cow.* The total income of these families was on an average nearly rupees 5 : 2 annas a month, or rupees 61 : 8 annas a year. Their average expenditure on Salt, therefore, is about $\frac{1}{30}$th of their income. Taking the present Tax at 500 per cent. of the prime cost of Salt at the factory, and at $\frac{5}{8}$ths of the average retail price in the interior, it cannot, I think, be fairly said, that the lower classes in Bengal, considering that this is the only Tax they are compelled to pay, are oppressed by "a heavy and grievous burthen" of taxation. The highest retail price of Pungah Salt, given in the latest returns of the prices of Salt at different towns in the interior, is at Gyah (Behar), where it is set down as a trifle above 2 annas a seer; equal to a little more than rupees 5 a maund.† Of this the present Tax is 50 per cent. The result is that the whole population of Gyah, whether labourers, or the employers of labour, are in much the same case, in regard to the article of Salt, that they would be in if they were twice as far away as they are from the place of manufacture, and there were no Tax at all upon Salt. In this supposed case, all that could justly be said on the subject would be, that the whole population of that place, whether labourers or employers of labour, must set against such advantages of situation as they may have, this disadvantage, viz., the very high price of Salt in their province. So it appears to me this is all that can justly be said of the high price of Salt at Gyah in the actual state of things. The cause of the high price is practically immaterial to the consumer. The real question seems to be;—is the disadvantage of living where the price of Salt is so high, overbalanced by the advantage of living under the protection of a settled Government, in the case of the poorer classes, who pay no other price for this advantage than in the high price of Salt, or not? I cannot hesitate in answering this question in the affirmative; and, therefore, I cannot hesitate in refusing to admit that the Salt Tax, even at its present high rate in Bengal, is, all things considered, "a heavy and grievous burthen" to the labouring man, or to any one else, living under the protection of the British Government.

The Commissioner's reasons for refusing to admit that the Salt Tax, even at its present high rate in Bengal, is, all things considered, "a heavy and grievous burthen" to the labouring man living under the protection of the British Government.

836. But although I have been unable, after studying the true facts of the case in detail, to come to any other conclusion than that the opponents of the existing system have magnified the pressure of the Tax beyond just limits, I am very strongly of opinion that the Tax is positively too high, even at its present reduced rate. A Tax of 500 per cent. appears to me a very high Tax to impose upon any one article of consumption, when naturally the article in question is comparatively very dear in the territory to which the Tax applies. Salt on the coast of Bengal, where it cannot be made by solar evaporation alone, is naturally three or four times dearer than Salt on any other Indian coast. A very heavy Tax upon a single article, which is naturally dear, cannot fail to operate, materially, as a discouragement to the use of that article, and an encouragement to adulterate it largely, and to supply its place by inferior and less wholesome substitutes. I believe

The Commissioner is, nevertheless, very strongly of opinion that the Tax is positively too high, even at its present reduced rate.

* Appendix M, No. 3. † Appendix N.

it to be certain that when the Tax was by $\frac{3}{10}$ths higher than it is now, it operated in this manner to a material extent. It appears to me that unquestionably Mr. Crawfurd is right in his general argument, that between 1793 and 1836 the consumption of Salt did not increase nearly in the same ratio as the population of the country must have increased, in the same interval; and that there is no way of accounting for the deficiency, otherwise than by reason of the very high price to which the fiscal system of those days, partly by direct taxation, partly by raising up a sub-monopoly, and partly by excessive charges of manufacture, had raised the retail price of Salt in the interior of the country. Nor can I account for the greater part of the increased deliveries of Salt since 1836, otherwise than by the progressive reduction of the retail price of Salt in the interior of the country, which the measures commenced in that year have effected, partly in the suppression of all real sub-monopoly, partly in successive reductions of Duty, and partly in greater economy of manufacture.

Consumption does not appear to have reached its natural limit.

837. But largely as consumption has increased since the improved system commenced in 1836, it does not appear to me to have reached its natural limit. Nor am I aware of any reason why a peasant in Bengal should be taxed a fourth more than the peasant of the North Western Provinces.

For the reasons given in the two foregoing paragraphs, the Commissioner agrees with the Board of Revenue in thinking it very desirable that further reductions of Duty should be made.

838. For these reasons, I fully agree with the Board of Revenue in thinking that, apart from financial considerations, it is very desirable that further reductions of Duty should be made.

The second ground on which a reduction of Duty is advocated, discussed.

839. I come now to the second ground on which a reduction of Duty is advocated; namely, that by stimulating consumption and checking smuggling, even a large reduction of Duty will not permanently injure the net Salt Revenue, but on the contrary, will eventually improve it.

The Revenue, under successive reductions from 1843-44, has recovered itself to the extent of 28 lakhs of rupees a year, out of 35 lakhs, leaving 7 lakhs still unrecovered. At the past rate of annually increasing consumption, it will take less than four years more to recover this difference.

840. It has, for several years past, been the policy of Government gradually to reduce the Duty, in the expectation that the Revenue would, after a few years, recover itself by reason of an increased consumption, The process of recovery is going on. The average consumption of the two last full years before 1843-44, when the first reduction was made, exclusive of the retail sales in the manufacturing districts at reduced and special rates of Duty, which are not affected by any *general* reduction of duty, was 46,67,653 maunds. Omitting 1843-44, as the first reduction was made exactly in the middle of that year, the average of the succeeding three years was 50,93,531 maunds. Then a second reduction was made, and the average of the succeeding two years was 52,75,372 maunds. Then a third reduction was made, which has been six years in operation, and the yearly average of the first half of this period was 53,82,837 maunds; whilst the yearly average of the last half was 55,77,392 maunds. Of the 14 years embraced in this comparison, the smallest consumption was, in the first year of the series, (1841-42) in which, of Rowannah Salt, that is, Salt on which the General Duty is levied, 45,71,928 maunds were consumed; and the largest consumption was in the last year of the series (1854-55), in which, of Rowannah Salt, 56,99,200 maunds were consumed.* The ultimate reduction of 12 annas a maund of Duty upon 46,67,653 maunds, amounts to about 35 lakhs of rupees a year, by which amount the consumers have benefited; and requires an increased consumption of 14 lakhs of maunds to restore the Revenue to its former amount. At the average of the last three years the increased consumption has passed $9\frac{1}{2}$ lakhs of maunds, and the increased consumption of the last year has passed $11\frac{1}{4}$ lakhs of maunds. The Revenue already recovered may now be taken fairly at 28 lakhs of rupees, and that still unrecovered at

* These figures are taken from Appendix T, by deducting those in Column 3 from those in Column 7.

7 lakhs of rupees. Taking three quarters of a lakh of maunds a year as the rate of annually increasing consumption deducible from the results of the last six years, it will take less than four years more to recover this difference.

The population has doubtless increased in the fourteen years since the first reduction of Duty was made, but not in the ratio of the increase in the consumption of Rowannah Salt.

841. I may remark that the population has doubtless increased within this period of 14 years; but it cannot have increased in anything approaching the ratio of 24 per cent., which is about the ratio of the increase in the consumption of Rowannah Salt.

If any reduction be made, the Commissioner is strongly of the opinion expressed by the Board of Revenue, that a reduction of 8 annas should be made at one leap.

842. If any reduction be made, I am strongly of the opinion expressed by the Board of Revenue in the passage of their last Report on this subject, set forth at large above,* that a reduction of 8 annas should be made at one leap. Besides the greater chance which such a decided reduction would have of giving the consumer immediately the full benefit of the measure, and so of stimulating consumption in the most rapid manner possible, such a reduction would enable the Government at once to save the cost, amounting annually to about half a lakh of rupees, of the Preventive line established at Allahabad to secure the Differential Duty. Indeed, it would seem hardly feasible either to retain a Preventive line for so small a Duty as 4 annas a maund, or to abolish the line without equalising the Duty on either side. The only legitimate alternative, therefore, to reducing the Bengal Duty by 8 annas, if any reduction of it be made at all, will be to raise the North Western Province Duty by 4 annas; and this, I presume, will not be approved. The reduction of the Bengal Duty by 8 annas at one step will have this further advantage, that it will probably enable the Government to abolish the system of retail sales at reduced special rates of Duty, now prevailing in the neighbourhood of the manufacturing tracts; and so to have one strong Preventive line drawn around the places of manufacture, instead of two weaker lines.

It is to be considered, however, that a reduction of Duty by 8 annas a maund will involve an immediate loss of Revenue amounting, in Bengal and Benares together, to upwards of 36 lakhs of rupees a year.

843. It is to be considered, however, that a reduction of Duty by 8 annas a maund, will involve an immediate loss of Revenue, according to the deliveries of last year, amounting in Bengal to upwards of 33 lakhs of rupees a year, and, taking Bengal and Benares together, to upwards of 36 lakhs of rupees a year.† Doubtless some of this large loss would be made up, from the very first, by increased consumption; but, fully to make good the loss, the consumption must increase by more than 18 lakhs of maunds; and after reviewing the result of previous reductions, the conclusion is inevitable, that a great many years must be expected to elapse before so large an increase of consumption takes place.

The sources from which increase of consumption may be looked for, and its extent, examined.

844. At the rate of 6 seers of salt a head, including men, women, and children, which has been considered by several of the best authorities as not far, one way or the other, from a full allowance of Salt, the deliveries of Bengal and imported Salt in 1854-55, added to (say) 6½ lakhs of maunds passing Allahabad, would have afforded their full allowance to a population of more than 48⅓ millions.‡ Dr. Bedford's tables, which have been often referred to in this Section, show that a full allowance for a working man greatly exceeds that quantity; but probably, when old men, women, and children are included, the

* Paragraph 829.

† It is fair to set off against this amount the annual payment of rupees 4,26,667 to the French Government, hitherto improperly charged to Bengal, and proposed to be debited in future to Madras. See Paragraphs 674 and 675.

	Maunds.
‡ Total Salt delivered in 1854-55, as per Column 7, Statement T	66,07,100
Add Salt passing Allahabad	6,50,000
Total maunds.. ..	72,57,100
	40
Total Seers, divided by	6/29,02,84,000
Population at a consumption of 6 Seers each	4,83,80,666

estimate of 6 seers a head is not very far from the truth. We do not know the population of the tract of country supplied with Bengal and sea-borne Salt; but the population of Bengal, Behar, and Orissa, has seldom been taken at more than 40,000,000. It is set down at 37,262,163 in tables prepared at the India House from the latest estimates, and sent out to the Government of India with the Court's dispatch in the Statistical Department No. 2 of the 29th of August, 1855. The population of the Province of Benares is given in the same tables at 9,437,270. The whole of this population, aggregating by this estimate 46,699,433, pays a duty of $2\frac{1}{2}$ rupees on the Salt it consumes. Assam is estimated in the same tables to contain 11,80,935 inhabitants, which raises the total to 47,880,368. The hill countries surrounding Lower Bengal supplied from the coast, though very extensive, are thinly populated. It is to the number by which the whole of this population together exceeds $48\frac{1}{3}$ millions, and to the quantity (if any) by which the 6 seers estimate may fall short of the truth, and to whatever quantity of good Alimentary Salt it may be found economical to give to cattle besides the impure Earth Salts now given, to which we must look for increase of consumption.

On the whole, the second argument for a reduction of Duty inadmissible to its full extent.

845. On the whole, therefore, although I am convinced that a reduction of Duty by 8 annas a maund would be followed by a large increase of deliveries of licit Salt, I am unable to admit the second argument for a reduction of Duty to its full extent, because I believe that many years must elapse before the consumption would increase so largely as to replace the annual loss of Revenue from a reduction of 8 annas a maund.

A third argument for reduction considered.

846. But there is a third argument for a reduction that should not be passed over unconsidered.

It has been supposed that the Select Committee of 1836 intended, by a certain passage of their Report, to recommend that the average aggregate amount of Revenue from the Salt Tax for past years should not be exceeded in future years.

847. The Select Committee of 1836 recommended "that the Duty to be imposed shall be fixed at the lowest rate consistent with the maintenance of the Revenue, and not exceeding the average rate of the net profit of the Company's monopoly for the last ten years." It has been supposed that the intention of this passage was to recommend that the average aggregate amount of Revenue from the Salt Tax for past years should not be exceeded in future years, so that as the Revenue would tend to rise, by reason of the increasing population and wealth of the country, it should be kept down from time to time by a constant and indefinite reduction of Duty. And the words may perhaps bear this meaning, although (what seems to me more probable) the intention may have been no more than that the rate of Duty should be fixed on the maund of Salt according to the average net profit derived during the past ten years from every maund consumed.

If the above interpretation of the passage in question be adopted and the principle be accepted as sound, the people have a right to a further reduction of the Duty.

848. If the former interpretation of the recommendation be adopted, and the principle be accepted as sound, then there can be no doubt that a further reduction of the rate of duty is due to the people as of right; for the average annual net profit of the Salt Tax for the ten years immediately preceding 1835-36 was only rupees 1,28,19,670,* whilst for the last three years it has been rupees 1,44,46,755.

*Year.	Net Profit.
1825-26	1,15,19,598
1826-27	1,52,39,996
1827-28	1,83,24,002
1828-29	1,13,32,058
1829-30	1,23,34,754
1830-31	1,28,30,406
1831-32	1,28,95,797
1832-33	1,07,16,853
1833-34	1,08,32,882
1834-35	1,21,70,359
Total ..	12,81,96,705
Average ..	1,28,19,670

849. But I am unable to see the soundness of the principle. As the wealth and population of a country increases, so also the legitimate expenditure of Government for the protection of the people, the administration of justice, and all the other duties which a Government owes to its subjects increases. The Salt Tax, like every other tax, should be judged on its own merits, whether the country be more or less populous. If no less objectionable source of Revenue can be shown than a moderate tax on Salt, a moderate tax on Salt ought to be imposed; and when imposed, the more productive it is the better. If any less objectionable tax can be imposed, the Salt Tax ought to be replaced by such less objectionable tax, without reference to its absolute productiveness, or the comparative density of the population at different times.

But the soundness of the principle is not perceptible.

850. The following explanation upon this point of the Court, contained in their dispatch of the 2nd of May, 1838, lays down what appears to me the sound principle of action, and is in opposition to the notion of a positive and permanent fixity in the Salt Revenue. "In the closing paragraphs of your dispatch under reply, you observe that we have laid it down that no increase is to be sought in the net average Salt Revenue of the Bengal Presidency. You remark that since the year 1831-32, the realizations from this source have been progressively diminishing, so that an average framed for this period will not be the true index of the revenue obtainable from Salt under the existing system properly administered, and you submit that if through an increased consumption at the same, or reduced, prices, as compared with past averages, and by reductions in the cost and charges of manufacture, you can restore this branch of the public resources to its maximum, you trust you may be permitted to do so. Our object in the instruction to which you have here referred was to guard you, in framing a new scheme for the administration of the Salt Revenue, against increasing the burthen on the consumer under the former system, and we by no means intended to prohibit you from benefiting by any increase of Revenue to be derived from increased consumption. Any increase obtained by this means forms, we think, a legitimate source of profit to the State, and one which, as you observe, should only be relinquished if, on a comparison of the burthen imposed by our different imposts, this is deemed that which is most vexatious, and the first on that account for remission. We think differently with regard to savings effected by the reduction of the cost and charges of manufacture. Our desire is that all Salt, whether imported or of native manufacture, should be subjected as nearly as possible to the same rate of tax. Now, it is evident that if the prices at which Salt is delivered from the Golahs be in the first instance fixed on that principle, and that, subsequently, reductions are effected in the cost of manufacture, while the sale prices are still maintained at the same amount, the effect will be that Salt of native manufacture will be taxed more highly than imported Salt, and an undue advantage will thus be given to the importer. The Golah prices should be open to periodical revision, so that the consumer may profit by any reduction which you may be enabled to effect in the charges of manufacture, leaving the Government to benefit by any increase of consumption which may follow the diminution of price."

The true principle, as laid down in a dispatch from the Court of Directors, is in opposition to the notion of a positive and permanent fixity in the Salt Revenue.

851. On the whole question discussed in this Section, my opinion is that whilst the Salt Tax in Bengal is an unobjectionable source of Revenue, the rate of Duty is still too high. If the finances are considered capable of bearing the loss, which the measure would cause for several years to come, I am of opinion that the rate of Duty ought to be reduced at once from its present amount of rupees 2 : 8 per maund to the rate which prevails in the North-Western Provinces, viz., 2 rupees per maund, the special additional Duty of 8 annas per maund, now levied on the Allahabad line of those provinces, for the protection of the Bengal Revenue, being of course discontinued at the same time, and the line abolished. This reduction of 20 per cent. is probably as much as the finances will immediately bear; but, in course

On the whole question the Commissioner's opinion is, that whilst the Salt Tax in Bengal is an unobjectionable source of Revenue, the rate of Duty is still too high, and should be reduced at once to 2 rupees a maund.

of time, the rate of Duty might, I think, be further reduced throughout the Bengal Presidency and the Punjab to rupees 1 : 8 per maund, or double the Excise rate prevailing in the Bombay, and proposed for the Madras, Presidency, without ultimate injury to the Revenue.

SECTION V.

ON THE SUPPLY OF SALT FOR THE PROVINCE OF ARRACAN.

Boundaries.

852. THE Province of Arracan lies on the eastern side of the Bay of Bengal. It is bounded on the north by the District of Chittagong, in Bengal; on the south, by a portion of the Province of Pegu, transferred to it from this province; on the east, by the great Yooma range of mountains, which separate it from Burmah and Pegu; and on the west, by the Bay of Bengal. Its inhabitants are called Mughs.

Acquisition and administration.

853. This province has been scarcely twenty-nine years under British rule, having been acquired in 1826, partly by conquest, and partly by cession under the provisions of the Treaty of Yandaboo, entered into between the British and Burmese Governments, on the termination of the first Burmese war. It is attached to the Bengal Presidency, and its administration is conducted by a Commissioner acting in subordination to the Government of Bengal.

Districts.

854. The province is divided into four districts, viz.: Akyab, Aeng, Ramree and Cheduba Islands, and Sandoway, each constituting the jurisdiction of a Principal Assistant to the Commissioners.

Localities and process of the Salt manufacture.

855. Salt is manufactured almost entirely in the District of Aeng (head-quarters at Kyouk Phyoo), and in the Island of Ramree. It is obtained by the combined process of solar evaporation and boiling, the method being identical in all the former Burmese possessions, as will be seen from the Sections on the Tenasserim and Martaban Provinces and the Province of Pegu.

856. The hard clayey banks of the tidal creeks, which abound in the province, when cleared and exposed to dry in the sun, become dense and compact, and almost impervious to water; advantage is taken of these for the formation of a series of shallow pans, into which the salt water from the creek is let; when, after passing through two or three of these pans, the water has been evaporated by the action of the sun's rays to the required degree of consistency or density, the brine is run off into a well to precipitate all impurities in solution. The clarified brine is then boiled in common earthen pots, which are built up with considerable ingenuity to form an arched furnace. If the ground selected for the pans be unfavourable, the salt will either be of a dirty colour, or possess a reddish tinge, indicating the presence of iron in the soil,

Period of manufacture.

857. In December, as soon as the rice crops have been reaped, the manufacturer proceeds to cut, collect, and dry his fuel, which grows all round his Salt-pans; but he does not commence making Salt before March, and ceases to manufacture at the setting in of the rains, generally about the end of April. It is said that a man, his wife, and their son can make as much as 300 maunds of Salt in the season.

Freedom of manufacture and sale, and absence of all tax.

858. The manufacture and sale of Salt is entirely free throughout the province, subject to no restrictions or tax whatever. Any person is at liberty to make it and sell it anywhere, in any quantities; no account whatever being taken of the manufacture or sale.

Prohibitions as to storage and export.

859. By a rule which has prevailed from the first acquisition of the province, the storage of Salt, or its possession in larger quantities than may be necessary for the immediate use of families, is not allowed on, or near, the Naaf River, which is the boundary between

the Province of Arracan and the District of Chittagong; and the private export of Salt to Bengal is totally prohibited.

860. These are the only prohibitions. Salt may be stored in any other part of the province in any quantities, and may be exported, free of Customs' Duty, to any other place than Bengal. Salt may also be imported from any other place free of duty.

Establishment of an agency.

861. When the Province of Arracan was first annexed, great expectations were held out of its ability to provide Salt of excellent quality, at very low prices, for import into Bengal, and an Agency was accordingly established to manufacture, store, and export the article.

Abolition of Agency and establishment of public golahs.

862. This plan failing, public golahs or warehouses were established at Kyouk Phyoo, in 1832, at which Salt was received, on the part of the Government, for export to Chittagong, from any persons who might manufacture it on their own account, and paid for on delivery, at a fixed price, ultimately raised to 6 annas per maund. At the same time, it was left optional with private parties to export Salt to the Chittagong golahs at their own expense and risk, delivering it there at the price fixed for the local manufacture, then 13 annas a maund.

Abolition of public golahs, and relinquishment of the exportations to Chittagong to private enterprise.

863. In 1835, it was considered unnecessary that the Government should be at the expense and risk of maintaining warehouses at Kyouk Phyoo, and transporting the Salt: the receiving Golahs were, therefore, abolished, and the export of Salt to Chittagong was left entirely to private enterprise.

Description of the system of export by private enterprise, designated the Ryotwaree system.

864. The system was designated the Ryotwaree system, and was this—the exporters purchased and loaded the Salt, in coasting boats, or sea-going vessels, at the doors of the Ryots who manufactured it, and carried it under the protection of a Rowannah, or Pass, to Chittagong, where it was received into store by the Salt Agent, and paid for on delivery at the price paid at the time for Salt manufactured in that Agency. The Salt was not weighed into the boats or vessels in the presence of any Government officer, the Rowannahs being granted for such quantities as the exporters declared.

Proposition to prohibit export by private enterprise, and to revert to the system of public golahs—Board's argument in favour.

865. In 1837, it was believed that under this system a great deal of Salt was smuggled from Arracan into Bengal, in the shape of excess cargo, and it became a question whether the system ought to be allowed to continue. The Salt Board argued that it afforded full facility for smuggling in the mode in question; that the only method of guarding against an excess cargo was to have the Salt weighed on board in the presence of a trustworthy Government officer, it being impossible, after a vessel or boat was laden, to ascertain, with sufficient approximation to exactness, the quantity on board; and that, under a system of export from any place of manufacture, this method was impracticable, from the great expense involved in the necessity for employing numerous officers to see the Salt weighed at many places. They, therefore, proposed to prohibit export by private enterprise altogether, and to revert to the system of receiving Salt into Government Golahs, and shipping it thence on the public account, as the only effectual remedy.

Commissioner's objections to the proposition.

866. The Comissioner of the Province at first entirely concurred in these views of the Board, but afterwards saw occasion to modify his opinions. He conceived that smuggling was not carried on so extensively as he had supposed; in fact, was confined to a few thousand maunds annually; and that it was much more easy to suppress smuggling, even with the Ryotwarree, or private export system, in force, than he had formerly imagined. He accordingly proposed to permit the export of Salt by private enterprise on sailing vessels of European rig, and on Mugh Goodoos, or Junks, carrying not less than 800 maunds, debarring only the small boats, from whose activity he apprehended the greatest smuggling; afterwards, he abandoned that part of the above plan which admitted of the employment of Mugh boats of a certain tonnage, and proposed to restrict the transport solely and entirely to square rigged vessels; and, finally, he was prepared to

acquiesce in the total suppression of the system of export by private enterprise, provided the price of the Salt to be received at the proposed public Golahs was fixed at 8 annas per maund, instead of 6 annas.

Precautions proposed by the Commissioner to prevent smuggling under a modified Ryotwaree system.

867. The essential precautions, on which the Commissioner principally relied, for the prevention of smuggling, in the event of the private exportation of Salt on square rigged vessels being allowed were these—The probable weight of the fresh water ballast and everything that was on board, the estimated quantity of Salt, as well as it could be ascertained without unloading it, and the draught of water were to be specified in the Rowannah. The Salt was to be stamped all over, and the hatches were to be sealed down.

Considered by the Board to be insufficient.

868. The Board, however, contended that these precautions would not be sufficient; that the only effectual check was weighment of the Salt in the presence of a Government officer; that carrying excess Salt under cover of a Rowannah, was a description of smuggling from which infinitely greater injury to the Revenue was to be apprehended, and had, indeed, been received than from any open export of Salt, without any Permit or protective document whatever; and that, independently of the question of injury to the Revenue, the dealers in Government Salt had a right to expect that if there were two plans, one for the partial, and the other for the complete, suppression of smuggling, the latter should be adopted without reference to any cost or any trouble within reason.

Proposition adopted.

869. The Government concurring in the views of the Board, the export of Salt by private enterprise was prohibited altogether, and public Golahs were reestablished at Kyouk Phyoo, in 1840, for the receipt of Salt at 6 annas per maund, to be thence carried on freight to Chittagong, on the public account, by respectable contractors. In after years, however, the price was raised to 7, and even 8, annas per maund.

Question as to allowing the free local transit of Salt.

870. In the course of the discussion, an objection was raised that, for bringing the salt from the interior to the Government Golahs, free local transit without a Rowannah was apparently contemplated, and that, if this method of conveying Salt to the depôt were allowed, a door would be opened to all the evils apprehended by the Board from the Ryotwaree, or private export, to Bengal. The Board, however, showed that the Chowkey boats might be relied on for the seizure of Salt-laden boats attempting to run their cargoes without a Rowannah, in place of delivering them at the Government Golahs.

Sale of surplus Salt from the Kyouk Phyoo Golahs.

871. In June, 1847, the quantity of Government Salt in store in the Kyouk Phyoo golahs being more than sufficient to afford the usual necessary supply for Chittagong, the surplus was made available to the public in quantities of not less than 50 maunds, at the rate of Rupees 327 for every 100 maunds, being equal to the fixed Duty of Rupees 275, added to the cost of production. Payment for the Salt was received into the General Treasury in Calcutta, or into any one of certain specified local treasuries, and Rowannahs for the delivery and protection of the Salt were issued from the office of the Salt Board, on the production of Treasury receipts, or certificates of payment, granted by the local Collectors.—In September of the same year, authority was given for the issue of Rowannahs from the office of the Principal Assistant to the Commissioner at Kyouk Phyoo, in charge of the golah, instead of from the Board's office.

Purchases on account of Government in 1849 interdicted.

872. In 1848, owing to a great accumulation in the stock of Arracan Salt, both at Kyouk Phyoo and Chittagong, purchases on account of Government in the ensuing year, 1849, were interdicted.

Proposition to allow the exportation of Salt by private enterprise under proper regulations.

873. A question then arose, in the latter part of the year 1849, whether it might not be advisable to allow the export of Salt to Bengal by private enterprise, as well to benefit the province as to check smuggling from it into the Bengal districts.

Question argued and examined.

874. It was argued that if, as had been reported, Salt continued to be produced in excess of the local demand, notwithstanding the suspension of purchases on account of Government, to close all legal

outlets for the surplus produce, must tend to give rise to a large increase of smuggling. Even if it were exported to other places, it was supposed that it must be in very small quantities, and that the great inducement to export must always come from Bengal.

875. The Board of Revenue were, therefore, not indisposed to support a scheme for the legal export of Salt from Arracan to Bengal under proper regulations, and proposed to permit its export to Calcutta in square-rigged vessels of 200 tons burden, and upwards, and in cargoes of not less than 2,000 maunds, subject only to the restrictions which prevailed at other ports, the quantity being ascertained and entered in a manifest under the signature of the Principal Assistant of the district, and a copy of the manifest being sent by the post to the Board's office. The duty, it was proposed, should be levied in Calcutta, as in the case of all other imported Salt.

876. It did not appear to the Board that permission could be safely given to export Salt to the eastern districts of Bengal in any class of vessels or boats, or to Calcutta in other than square-rigged vessels of 200 tons burden and upwards, except on terms similar to those prescribed for the delivery of Salt from the Government Golahs at Kyouk Phyoo—that is to say, under Rowannahs granted by the Principal Assistants of districts, after payment of the full duty into the local Treasuries; and even this, it was held, could only be allowed, provided there were means at command in the province for ascertaining the quantity of Salt for which Rowannahs might be granted.

877. Further, as no seizures of Salt could lawfully be made at sea, and as it was a matter of extreme difficulty, if not altogether impossible, effectually to guard the numerous channels with which the Sunderbunds are intersected, the Board considered it essential for the protection of the Revenue that the transport of Salt, except under Rowannah, within the waters of the province, in quantities exceeding 100 maunds, should be prohibited, and made punishable by suitable penalties. Some arrangement of this kind was held to be an indispensable condition to the establishment of an authorized free export of Salt under Rowannah.

878. It was concluded, however, after inquiry, that the quantity of Salt made in the province in 1849, had not exceeded, as had been reported, the local demand, and that no systematic smuggling of Salt into Bengal was carried on; so that if the export of Salt to Bengal by private enterprise were to be permitted otherwise than, as was then allowed, from the Government Golahs at Kyouk Phyoo, on payment of Duty, it could only be for the purpose of extending the local manufacture beyond its existing limits, and not with the view of affording a legitimate outlet for Salt already manufactured.

879. The local authorities further represented, that no satisfactory plan could be devised, under which the export of Salt in native boats could be safely permitted; the difficulty of measuring the tonnage of such boats with sufficient approach to accuracy, or their cargoes, without such expense and delay as would absorb the profit of the venture, presented an insuperable obstacle; it would, therefore, be necessary, they stated, to confine the privilege to square-rigged vessels of 200 tons burden and upwards, so that, practically, the exports would be limited to the ports of Calcutta and Chittagong. It was, at the same time, supposed that few owners of such vessels would find it profitable to engage in the trade.

880. The Salt trade, by boats to Bengal, being prohibited, the Commissioner of the province was of opinion that no preventive rules would be necessary regarding the transport of Salt within the Arracan waters.

881. Restricted, therefore, as the exports must thus have been, both as to the destination of the Salt and the description of the vessels employed in carrying it, the Board came to the conclusion that the privilege would be no real gain to the province, and might probably give facilities for smuggling, by furnishing an excuse for keeping on hand stores of Salt ready for shipment. It might also necessitate, as

the Board thought, the adoption of preventive restrictions within the limits of the province, where the manufacture and transport of Salt were then perfectly free.

Proposition negatived.

882. Upon these considerations, the Board recommended that no change should be made in the existing practice, and the Government concurring in their views, the export of Salt from Arracan to Bengal by private individuals, unless the Salt was purchased from the Government depôt at Kyouk Phyoo, continued to be, as it still is, totally prohibited.

Renewal of purchases in 1851, and discontinuance of the same in 1852.

883. In 1851, Salt was again purchased for Government to a limited extent, namely, 1 lakh of maunds, at the rate of 6 annas per maund. In 1852, no purchases were made, and it was determined to reduce the establishment at the Kyouk Phyoo Golahs, when the undelivered Salt of the previous year had been received and stored, and to abolish it altogether when the Salt in store had all been exported, as it seemed improbable that purchases would ever again be made on account of Government.

Renewal of purchases in 1854, and continuance of the same in 1855.

884. But, owing to an apprehended deficiency in the supply for the Lower Provinces, from a sudden decrease in the importations of Foreign Salt, the Board found it necessary to order purchases to be made in Arracan to the extent of 2 lakhs of maunds in the past year (1854), and, again, to the same extent in the present year (1855), at the rate of 7 annas per maund, since raised to 8 annas, payable on delivery of the Salt at the Kyouk Phyoo Golahs. Up to the present time, however, only 25,788 maunds have been stored on account of both indents, of which 21,788 maunds have been shipped to Chittagong, to which place the whole quantity ordered is to be transported, as heretofore. It is found not to be easy to revive the manufacture at a moment, and to be still more difficult to obtain the means of transporting the Salt to the Golahs, all the boats in the province finding more profitable employment in connection with the Akyab rice trade, for the purposes of which they are still insufficient. It is understood that about three lakhs of maunds will be manufactured for the Government, but it seems to be quite uncertain when even any considerable portion of it can be delivered at the Kyouk Phyoo Golahs.

Description of the Golah system.

885. The Government operations in Salt, in Arracan, under the Golah system, are of the simplest kind. The Salt is either purchased at once from the manufacturers, or contracts are made with them for its manufacture, by an officer employed for the purpose, under the control of the Principal Assistant to the Commissioner. No advances are made, the Salt is paid for on delivery at the Government Golahs at Kyouk Phyoo at a fixed price, and is transported thence to Chittagong, usually in craft belonging to the latter port, and under contracts entered into by the owners with the Salt Agent, the present rates of freight being 3 annas per maund. When the quantity of Salt in store is more than is required for the Chittagong supply, the surplus is made available to the public, for export, under the Rowannahs granted by the Principal Assistant to the Commissioner on payment of a fixed price per 100 maunds, consisting of the Duty added to the cost of the production.

Capacity of the Kyouk Phyoo golahs, and cost of the establishment attached to them.

886. The Golahs are capable of containing two lakhs of maunds, and the establishment attached to these costs rupees 315 per mensem, as follows:—

	Rupees.
Superintendent	200
Head Mohurrir	25
2nd ditto	15
Treasury Mohurrir	15
4 Weighmen at 7, each ..	28
2 Chowkeydars at 6, each ..	12
4 Chuprassees at 5, each ..	20
Total Rupees ..	315

887. When the inquiry into the extent of the manufacture in 1849 was made, the consumption of the whole province was estimated not to exceed 54,000 maunds per annum, as follows. The population of Arracan amounted on the 1st of January, 1845, to 321,522 souls, one-fourth being deducted for infants and young children, there remained, in round numbers, say 240,000 persons who ate Salt; 9 seers were considered to be a fair average annual quantity for each person, which would give a total annual consumption, as above, of 54,000 maunds. The province is, however, capable of producing a large quantity of Salt at a low rate of cost. Salt consumption of the province.

888. Arracan has no Salt trade, except with Pegu, and an occasional shipment to Mauritius. The exportations to Pegu amounted last year (1854) to between 40,000 and 50,000 maunds. This trade arose only two years ago. It was entirely brought about by the almost total cessation of the manufacture in Pegu, in 1853, owing to the country being in a state of war, and must terminate as soon as the country becomes settled, and Peguers have quiet to make their own Salt. Indeed, the trade, it is said, has come to an end already. Salt trade of the province.

889. Two questions arise on a consideration of the foregoing narrative. One is, whether it would be proper to levy a tax upon Salt in Arracan. The other, whether it would be proper to allow the exportation of Salt to Bengal, otherwise than from the Government depôt at Kyouk Phyoo. The Commissioner's observations and opinions.

890. On the first question, it is to be observed, that Arracan is the only portion of the Bengal Presidency which is exempt from the Salt Tax. When the Province was conquered there was no Salt Tax, and it appears not to have been thought necessary, or expedient, hitherto to impose one. It rests with the Government to determine when, if ever, it would be proper to raise a Revenue from Salt in Arracan. I am not prepared to recommend the measure at the present time.

891. On the other question, I am clearly of opinion that the prohibition to export Salt to Chittagong, and the eastern districts of Bengal, except from a Government depôt, should be strictly maintained. In whatever class of vessel the Salt was conveyed, whether in boats or sloops, or larger craft, it would be impossible, otherwise, except at an enormous expense, either by precautions taken in the Province before the Salt was shipped, or by preventive measures on the coast, to guard against Salt being landed *en route*. In like manner, and for the same reasons, the exportation of Salt to Calcutta, by way of the Sunderbuns, should continue to be strictly prohibited. It is obvious that there is no analogy, in respect of such exportations as these, between Arracan and Madras, or Bombay. But I can see no reason why the exportation of Salt by the Sea route to Calcutta should not be allowed from Arracan, as freely as from either of those Presidencies. The supposition, that the privilege would be no real gain to the province, is not a sufficient objection. The option should be allowed.

892. I have, therefore, to recommend, in relaxation of the prohibition to export Salt from Arracan to Bengal, that private parties be allowed to ship Salt for transport to Calcutta by the sea route, in any part of the Province, in vessels of any tonnage, without let or hinderance, the duty on such Salt being levied in Calcutta, as in the case of all other imported Salt.

SECTION VI.

ON THE SUPPLY OF SALT FOR THE TENASSERIM AND MARTABAN PROVINCES.

Acquisition and administration.

893. THE Tenasserim Provinces were made over to the British Government by the King of Burmah, in 1826, after the first Burmese war, in accordance with the provisions of the Treaty of Yandaboo. The Province of Martaban was added to them in December, 1852, having been acquired by conquest from the Burmese, in the late war. These provinces are attached at present to no Presidency, their administration being conducted by a Commissioner in subordination to the Government of India.

Boundaries and districts.

894. These provinces form the northern portion of the Malayan Peninsula, and extend in a narrow strip along the eastern coast of the Bay of Bengal. They are bounded on the north by Burmah, on the east by the Siamese mountains, which separate them from the Siamese territories; on the south by the Pak Chan River, which separates them from Malaya, or the southern portion of the Malay Peninsula, and on the west by the Salween River, which separates them from Pegu, and falls into the Gulf of Martaban, from whence the Bay of Bengal is the western boundary. They are divided into four principal jurisdictions, Martaban, Amherst, Mergui and Tavoy, locally administered by a Deputy Commissioner and Assistant Commissioners. With exception, perhaps, of the newly acquired province of Martaban, the country is very thinly populated, and very little cultivated.

Localities of the Salt manufacture.

895. Salt is manufactured in the districts of Amherst and Tavoy, but not with any regularity, or in any great quantities. In some seasons, numerous persons will undertake the manufacture, in others few or none. They are guided by the scarcity, or otherwise, of the article in the markets, and the consequent prices they may obtain for their produce. In Mergui, no Salt at all is made, which, considering the great extent of sea-coast, and the long period of dry weather, is a remarkable circumstance. It is probable that Salt is also manufactured in the newly acquired district of Martaban.

Process of manufacture.

896. The Salt is obtained, as in the Provinces of Pegu and Arracan, by the combined process of solar evaporation, and boiling. The method is fully described in the sections on those provinces, which, like the Tennasserim provinces, were formerly Burmese possessions. The quality of the Salt is styled by the Commissioner in one of his letters as "superb."

Freedom of the manufacture and sale.

897. The manufacture and sale of Salt in the Tenasserim Provinces is absolutely free, subject only to the payment of an Excise Duty, as in Pegu. The system is essentially the same as in Pegu, and is conducted under the following rules.

System of excise.

898. Persons wishing to manufacture Salt are required to apply for a licence to the Assistant Commissioner of the district, giving notice at the same time to the head of the village where they propose to work: and if no other claim to the land to be worked on exist, the licence is granted without fee or cost.

899. On receiving the licence, the manufacturer is required to state the number of iron or earthen boilers he intends to use; this number is inserted in his licence, and on that number he has to pay the duty, whether he uses them or not. A copy of the licence is furnished to the head man of the village.

900. If the manufacturer should be desirous of increasing the number or size of his boilers during the season, he can do so, but he is first required to state his intention one day beforehand to the head man of the village, and also to report it, personally or in writing, to

the Assistant Commissioner in charge of the district, when, if no other party's rights conflict, a further licence is given.

901. The village officers are responsible for the observance of the rules, and the collection of the revenue, and can demand free access to the Salt Works at all times.

Rate of Excise.

902. The rate of Excise is 4 annas per earthen pot and 1 rupee per iron boiler, of the customary size.

Excise Revenue.

903. The Revenue at present derived from the Salt Excise is extremely insignificant, as will appear from the following statement of the collections in Amherst and Tavoy, during the last ten years, exhibiting an annual average of only, Rupees 2,638 : 15 : $4\frac{4}{5}$.

	Rs.	A.	P.
1844—45	1,445	8	0
1845—46	2,116	12	0
1846—47	2,403	12	0
1847—48	1,969	8	0
1848—49	1,714	12	0
1849—50	3,017	2	0
1850—51	3,067	2	0
1851—52	3,652	8	0
1852—53	3,536	12	0
1853—54	3,465	14	0
Total in 10 Years	26,389	10	0
Annual average ..	2,638	15	$4\frac{4}{5}$

Extent of the manufacture.

904. The last year's Revenue, rupees 3,465 : 14 annas, at 4 annas tax per pot, gives 13,863 pots as the total number worked in that year; and this number of pots, calculating that each pot yielded a daily produce, as in Pegu, of 7·30 lbs. for 4 months of 30 days each, or 120 days, gives a total produce for the season of 1,47,583 maunds.

Proposition to abolish the tax negatived.

905. In 1840, the Board of Revenue recommended the abolition of the Salt Tax, as yielding a Revenue quite inconsiderable, while the smallness of the consumption seemed to show that, low as the price of the article was, it was still beyond the means of a very large portion of the population; but the Government were of opinion that the tax should be maintained.

906. In 1850, the Commissioner of the province again recommended the abolition of the Salt Tax, considering it objectionable in principle, and, from the insignificance of the collections, undeserving of retention as an item of Revenue. He observed, that, although the rate of 1 rupee per iron boiler, and 4 annas for each earthen pot, per month, might appear to be reasonable, it was, in fact, a very heavy impost; and as it was necessary for every person desirous of making salt to apply to the Assistant Commissioner of the district for a licence, and to give notice of all intentions of increasing the number of his pots during the working season, and as also the village officers were responsible for the close observance of the rules, the system was not free from vexatious meddling.

907. The Government, however, saw no reason to depart from their orders of 1840, directing the maintenance of the tax; and it may be observed that the Commissioner seems to have been in error in supposing the tax to be a monthly levy, instead of for the season.

The Commissioner's observations and opinions.

908. I have only to observe that, the Salt Tax having existed under the Burmese Government ought not, while it is levied elsewhere in India, to be relinquished in these provinces, because of its insignificant amount; but that attention should rather be turned to the improvement of the Revenue from this source, upon the present simple system of excising the manufacture; the rate of excise being raised to that which now prevails in the adjoining Province of Pegu, namely 8 annas per earthen pot. This rate, it will be seen, would

still be very light.* A drawback of the Excise Duty should be allowed on Salt exported by sea, and Foreign Salt should be admitted on payment of a Customs' Duty equal to the Excise Duty.

SECTION VII.

ON THE SUPPLY OF SALT FOR THE PROVINCE OF PEGU.

Acquisition and administration.

909. THE province of Pegu was acquired by conquest from the Burmese, in December, 1852. It is attached at present to no Presidency, its administration being conducted by a Commissioner, in subordination to the Government of India.

Boundaries.

910. The British possessions are bounded on the north by Burmah, on the south by the Bay of Bengal, on the east by the Sitang River, and on the west, partly by the Province of Arracan, but principally by the Bay of Bengal.

Districts.

911. The province is divided into four districts, viz., —Rangoon, Bassein, Prome, and Sarawah, each constituting the jurisdiction of a Deputy Commissioner.

Lcalities of the Salt muf oa cture.

912. Salt is manufactured in the two Districts of Bassein and Rangoon, the works being situated principally on the banks of creeks in the numerous islands forming the delta of the Irrawady, and in the townships along the mouth of the Sitang River. In the District of Bassein they are scattered over an area of about 150 square miles. In the district of Rangoon they are spread over a line of about 120 miles of sea coast, varying in breadth from one to ten miles.

Period and process of manufacture.

913. The manufacture is carried on for four months in the year, viz., from January to April, and the Salt is usually obtained by the combined process of solar evaporation and boiling. Sea-water being conducted into suitable shallow beds, expressly prepared for the purpose, is allowed to stand for some days, until sufficiently condensed by the rays of the sun, when the brine thus formed is run into a deeper pit, or reservoir, whence it is transferred to earthen or iron pots to be boiled. Sometimes sea-water is boiled at once, without being subjected to previous condensation by solar evaporation.

914. The works, in addition to the evaporating beds and brine reservoirs, consist of kilns of brick work, built up in the form of an arch, having a small central furnace for the fuel, and with holes above, usually in double lines, into which the pots of earth or iron, in which the brine is boiled, are set. The kilns are of various sizes, holding from 50 to 225 pots; but under the Burmese Government kilns of 350 pots were not uncommon.

915. The furnaces, when once lighted, are kept burning night and day, being attended to by relays of men. The fire is kept at a gentle heat, and the Salt granulates and sinks to the bottom of the pot in from three to five hours, according to the size of the kiln; it is then withdrawn, and thrown in a heap in the sun, upon shelving boards, to allow the bittern, or mother water, to drain off; in two or three days it becomes dry and ready for sale. After each boiling, there adheres to the bottom and sides of the pot a white calcareous substance, which, from the brittle nature of the pots, cannot be detached; and, after about thirty boilings, the kiln has to be renewed with pots, the stony crust within the pots having by this time grown so thick as to render them liable to be burnt and fall away. A kiln of fifty pots requires two men, and one of 225 pots six men, to keep it at work.

* See paragraphs 926 and 928, Section VII, Pegu.

916. The pots are generally of uniform size, and produce, in the Bassein district, on the average, one viss, or 3·65 lbs. of Salt, at each boiling. In the Rangoon district, it is estimated that one pot produces, during the twenty-four hours, not less than 5 viss, or 18¼ lbs. of Salt in three boilings. Produce per earthen pot.

917. The quality of the Salt is said to be far from pure; no second solution or crystallization is attempted, nor do the Burmese appear to have any method of clarifying the brine, or skimming off the frothy scum, which rises to the surface in the process of boiling. Quality.

918. The cost of production may be approximately obtained as follows:— Cost of production.

919. A kiln of fifty pots, calculating upon two boilings per diem, and that each pot will produce one viss at a boiling, will yield 100 viss in a day, 3,000 viss in a month, of 30 days, and 12,000 viss in the season of four months; 12,000 viss being equal to 43,800 lbs., or 532 Indian maunds. The produce of a single pot in the season would thus be ten maunds and about twenty-four seers.

920. The expenses would be, for the labour of two men, for four months, at 6 rupees each per mensem, which includes the cost of cutting fuel on the spot, 48 rupees, and for the price of earthen pots for the whole season, rupees 39 : 7 : 5, as follows:—The price of an earthen pot is 1 anna 7 pies; calculating that a pot would last for thirty boilings, each pot, at two boilings per diem, must be changed twice a month—100 pots would, therefore, be expended in a month, and 4,000 pots in the season of four months, the cost of which, at 1 anna 7 pies per pot, would be rupees 39 : 7 : 5, as above-mentioned.

921. The whole expenses of the season being thus—rupees 87 : 7 : 5, and the whole produce 532 Indian maunds, the cost of production per maund would be about 2 annas and nearly 8 pies.

922. The question of right in the Salt Works must depend upon the establishment of any right to the land on which they are situated. At present, the sites where the manufacture is carried on remain the quasi property of the party in possession, as long as he occupies the ground, and pays the Government demand on the Salt Works. The right of occupancy is frequently rented and mortgaged, and sometimes sold, but many of the Salt Works have descended in one family for several generations, and there is a general disinclination to alienate them permanently by absolute sale. Right in the Salt works.

923. The actual manufacturers are generally the people of the lower country, though some come from a distance to make Salt during the season. At other seasons, they follow the occupations of cultivators, fishermen, &c. They are either hired by the proprietors of works as labourers, on fixed wages, or on the agreement that they shall receive a certain proportion of the profits of the season; or the proprietor transfers his works to the actual manufacturer for one or more seasons, on rent, mortgage, or loan. Actual manufacturers, and terms on which they labour.

924. The manufacture and sale of Salt in Pegu is absolutely free, subject only to the payment of an Excise Duty. Any person may establish a kiln, on application to the Myo-oke, or chief native officer of the township, or other Government officer. Freedom of the manufacture and sale.

925. The Burmese levied a Tax of 7 annas, for the season, on every pot of which a kiln was composed and also a Ghaut Tax, or Transit Duty, of 4 annas the 100 viss at the Ghaut, from which the Salt was embarked. The Burmese method of Excise has been maintained. The local village officers, who collect the Land, Capitation, and other Taxes, are also responsible for the Salt Excise. At the commencement of the season, or early in March, the Thoogyee, or head man of a cluster of villages, proceeds with the Goungs, or heads of each of the villages in his circle, to examine the kilns. He makes, with their assistance, a Roll, showing the name of each Salt manufacturer, the situation of his Salt Works, and the number of pots of each description, earthen and iron, they contain; these Rolls when completed are given to the Myo-oke, or head of the township, who forwards System of Excise.

them to the office of the Deputy Commissioner of the district. There, stamped receipts are prepared from the Rolls for the amount of Tax payable by each manufacturer, and these receipts are delivered to the Myo-oke, who distributes them to the several Thoogyees in his township, and they collect the Revenue and pay it to the Myo-oke, who pays it into the Deputy Commissioner's Treasury.

Rate of Excise.

926. The Excise for the past year, 1853-54 was fixed so low as 4 annas per earthen pot. This was because the disturbed state of the country during the previous year, 1852-53, had cut off the ordinary supply of labourers, and almost entirely stopped the manufacture of Salt throughout the whole delta. It was, therefore, considered desirable to place a low rate at first on the manufacture, and thus give it time to revive. It was proposed in the present year, 1854-55, to raise the rate to 8 annas per pot, when the Duty would still be, on the whole, slightly below the double Tax, that is, on the manufacture and transit levied by the Burmese Government. The rate on the few iron cauldrons that are used is rupees 2:8 for the season.

Protection of the revenue.

927. The suppression of illicit manufacture and the protection of the Revenue, depend entirely, according to the description of the system given at paragraph 925, upon the honesty and vigilance of the of the village officers, in making a correct return of the number of pots contained in each of the licensed kilns, and in seeing that no kilns are established without permission.

Sale of the Salt—price in the market—profit on the manufacture—and pressure of the Excise.

928. The Salt is sold by the manufacturers as soon as, or soon after, it is made, to merchants, salt-fish curers, and others. The market price is from rupees 2 to rupees 2:8 per 100 viss. The profit of the manufacturer, and the pressure of the Excise, are, therefore, easily ascertained by a continuation of the calculations given at paragraphs 919 and 920 as follows:—

929. The value of 12,000 viss of Salt at the mean of the above amounts, rupees 2:4, per 100 viss, would be rupees 270. The season's Tax on a kiln of 50 pots, at 8 annas per pot, would be rupees 25, which, being added to the expenses, amounting to rupees 87:7:5, gives a total outlay of rupees 112:7:5, which being deducted from the value of the produce leaves a profit, supposing the Salt to be bought at the kiln, of rupees 157:8:7, or about 140 per cent. on the outlay, the amount taken as Tax being equal to about 22¼ per cent. of the expenses and scarcely 16 per cent. of the profit. The rate of Tax per maund, at 8 annas a pot, taking a pot to produce in the season 10 maunds and (say) a half, would be about 9 pies or ¾ths of an anna.

Quantities produced—consumed in the province—and exported.

930. As the Revenue is not collected on the amount of produce, no account is taken of the quantity of Salt made, but kilns containing 16,600 pots were worked in the District of Bassein during the past season, 1854, which, on a calculation of two boilings a day for four months, and supposing each pot to yield one viss, or 3·65 lbs. of Salt at a boiling, or 7·30 lbs. daily, would give a total produce for the season of 1,81,770 maunds. It is supposed, however, that the actual produce was considerably below that quantity, which is estimated on the assumption that two boilings of each pot was made every day for four months. This, with a people of steady, industrious habits, would not be much; but it is thought to be more than the Peguers were fitted to accomplish. About one-third of the above-estimated quantity is said to have been exported across the frontier to the Ava dominions, and the remainder to have been consumed in the province.

931. The number of pots worked in the Rangoon district has not been stated, but an estimate of the quantity of Salt produced there may be similarly derived from calculations based on the amount of Excise Revenue collected. This is stated to have been rupees 10,000, as nearly as possible, which, at the rate of 4 annas Excise per pot, would give a total of 40,000 pots, and these, at two boilings each per diem, for four months, and a daily produce of 7·30 lbs., would yield a total produce for the season of 4,18,889

Indian maunds. How much of this quantity may have been exported out of the province, and how much consumed within it, does not appear. The total produce of the year for the whole province, according to the foregoing calculations, would be 6,00,659 maunds.

Gross Excise Revenue charges, and net revenue.

932. The gross revenue collected on account of the Salt Excise for the past year, 1853-54, was, rupees 14,263 annas 4.* The only charge on this was a commission of 10 per cent. to the village Thoogyee, which he received on all revenue collections made by him. Deducting this commission, the net revenue amounted to rupees 12,837.

Excise revenue previously collected by the Burmese, in Bassein.

933. From papers captured during the war, it appears that the Revenue collected, and paid into the Royal Treasury, on Salt, by the Burmese authorities in Bassein, during the four previous years, amounted annually to 102 viss and 71 ticals of silver, equal to rupees 13,552.†

Imports by Sea—and customs' revenue thereon.

934. The imports by sea of Foreign Salt during the year, amounted to 42,294 maunds,‡ nearly the whole of which came from Arracan. The Import Duty on Salt is, at present, 6 annas per maund, a Customs' Revenue of rupees 15,860 was therefore collected on the Imports. There is no doubt that the deficiency in the home supply, necessitating foreign importations, was entirely caused by the almost total cessation of the manufacture in the previous year, 1852-53, owing to the country being in a state of war, and that in times of internal peace the province will be altogether independent of any foreign supply of the article. There were no Imports by land, nor, from the situation of the Province, are such importations to be expected.

Exports by Sea and Land.

935. The Exports by sea, amounted to 4,800 maunds, the whole from the district of Rangoon. At present there is no duty on the sea Export; but northwards, a frontier duty of 1 rupee the 100 viss (about 4½ maunds), is levied on the land Export. No account has been received of the quantity of Salt exported across the land frontier into the Ava dominions, or of the amount of Revenue collected thereon. The Bassein Revenue, as shown in the note to paragraph 932, certainly does not include any Customs' Revenue on land exports, because the number of pots worked (16,600) gives, at only the Excise rate of 4 annas per pot, almost exactly the amount of Revenue collected; viz., rupees 4,263:4:0; but whether any Customs' Revenue on land Exports is included or not in the Rangoon Revenue of rupees 10,000, seems not certain. If any is, then the calculations of produce given at paragraph 931 are vitiated, inasmuch as they proceed altogether on the Excise Duty of 4 annas per pot, the produce of a pot per season, being, according to the calculations at paragraph 919, 240 viss, whereas the Customs' Duty on Export by land is 1 rupee per 100 viss, or a little more than 9½ times higher than the Excise rate on the home consumption.

936. As the Ava dominions would seem to be entirely dependent on the Pegu coast line for their supply of Salt, it may be expected that a brisk trade in Salt will spring up between the lower and upper countries of the valley of the Irrawady, which, under an effective system should be productive of a considerable Revenue to the Province at the expense of the foreign consumer.

	Rs.	A.	P.
* Rangoon District	10,000	0	0
Bassein do.	4,263	4	0
Total. ..	14,263	4	0

† There are 100 ticals in a viss, and a viss is equal to rupees 131 $\frac{17}{19}$ths.

	Maunds.
‡ Rangoon district	35,529
Bassein do.	6,765
Total	42,294

The Commissioner's opinions.

937. On a consideration of the foregoing narrative, I come to the following conclusions :—

First.—That a drawback of the Excise Duty should be allowed on Salt exported by sea.

Second. That no Customs' Duty should be levied on the exportation of Salt by land; consequently, that the Duty of 1 rupee the 100 viss, or $4\frac{1}{2}$ maunds, now taken on Salt exported across the frontier, which is nearly five times higher, according to the calculations above given, on the Excise Duty of 8 annas per pot, should be relinquished.

Third.—That the Customs' Duty of 6 annas per maund, now levied on imported Salt, should be reduced to the Excise rate per maund, which, at 8 annas per pot, amounts, according to the calculations above given, to only 9 pies, or $\frac{3}{4}$ths of an anna per maund.

SECTION VIII.

ON THE SUPPLY OF SALT FOR THE NORTH WESTERN PROVINCES OF THE BENGAL PRESIDENCY.

The system on which the Revenue from Salt is now derived in the North Western Provinces, and sources of supply.

938. IT is not necessary to enter into the past history of the Salt Revenue system in these provinces. At present the manufacture of alimentary Salt in them is strictly prohibited under the provisions of Act XIV of 1843, and the consumption is supplied partly by Rock Salt from the Punjab mines, and partly by Marine Salt from the Lower Provinces of Bengal, manufactured in India or imported from abroad, but chiefly by Salt, produced by solar evaporation, from the Sambhur Salt Lake in Rajpootana, and other localities on the western side of India. The Punjab Salt, having paid the Excise Duty of rupees 2 a maund at the mines, passes free into the North West Provinces, as does the Salt from Bengal after having paid the Excise or Import Duty of rupees 2 : 8 a maund. The Sambhur and other Western Salts, being produced not in British, but in native, territory, are intercepted by a customs line, stretching along the entire western frontier, on crossing which they are subjected, in one part, to a duty, per maund, of 2 rupees; in another part of 1 rupee, 8 annas; and in a third part of 1 rupee; the Salt crossing that portion of the line on which a duty of 2 rupees is levied, being subjected to a further duty of $\frac{1}{2}$ a rupee per maund, on transmission to the eastward of Allahabad, thus coming into competition with the Salt from Bengal, which meets the Western Salt, and divides the market with it in the Province of Benares, under an equal duty of rupees 2 : 8 a maund.

Relative quality of the different Salts consumed.

939. The Marine Salts of Bengal are superior in quality to the Mineral Salt of the Punjab, and this Salt is superior to all the Western Salts. Among these latter, the best is that which comes from the Sambhur Lake situated near Ajmere, on the mutual frontier of the Jeypore and Joudpore States. The least pure kind is collected without any previous preparation on the retirement of the Salt waters of the lake. During the rains, the lake overflows, and when the waters subside, a deep incrustation of Salt is deposited on its shores for several miles round. A better kind is composed of the Salt deposited in large enclosures formed with wattles and mud, which become filled with water upon the rising of the lake, and upon its retirement the process of evaporation commences; and the purest of all is that which crystallizes upon branches of trees, with which these enclosures are strewed for the purpose. As the Salt water is to be had in any quantity, without any further expense than that which is involved in the arrangements above described, all these processes of manufacture are extremely cheap. But the Salt in most common use is imported from the Bhurtpore territory, and other Native

States on the south bank of the Jumna, and is known as Salumba, Balumba, &c. Being produced by evaporation from well water, it costs more in making than the Sambhur; but this is counterbalanced by the circumstance of the manufactories being near the frontier. The foregoing account is taken, principally, from Mr. Trevelyan's Report on the Inland Customs, published in 1834, page 104.

Position of the Customs' line on the western frontier, and breadth of Customs' jurisdiction.

940. The Customs' line on the western frontier, commences on the extreme north, at Fazilka or Fazilpore, on the eastern bank of the Sutlej, the point of junction with the Punjab preventive line on that river, which starts from Umrookee ghaut on the opposite or western bank, and is carried down that bank to the termination of the river opposite Mittunkote on the Indus. From Fazilka, the line passes by Sirsa, Hissar, and Hansi, and skirting the Jhujjur territory to Pulwul, runs in the direction, but at some distance west, of the Jumna, until it reaches the junction of the rivers Jumna and Scinde. From that point, the line runs through the districts of Jaloun, Jhansee, Chandeyree, Saugor, and Nursingpore, to a point on the river Nerbudda, at or near the south-eastern frontier of the State of Bhopal, and thence along the left bank of the Nerbudda, to the western boundary of the territory above mentioned, where it terminates.* From Fazilka to the junction of the rivers Jumna and Scinde, Custom-house jurisdiction extends for a breadth of ten miles, and from thence to the termination of the line to a breadth of fifteen miles, or over all territory in British possession within those spaces; save and except that the cities and marts of Delhi, Bindrabun, Muttra, Agra, Jhansee, and it may be some other towns, are excluded from Customs' jurisdiction, the space so excluded being a circle of two miles from the cotwalee or chief police station of each town; but where these tracts are so excluded, the breadth of the line is extended in a correspondent measure to the westward and southward, so that the breadth may in no place be less than fifteen miles.

Duties levied on the western frontier line.

941. On this line, from Fazilka to the junction of the rivers Jumna and Scinde, duty is levied not only on the import of Salt, but also on the import of cotton and the export of sugar, the import of this latter article being prohibited. From the junction of the rivers Jumna and Scinde to the termination of the line on the extreme south, a duty is levied on the import of Salt only. On that portion of the whole line, which lies more than ten miles north of the town of Saugor, the duty on Salt is two rupees per maund; from that point southwards to the Nerbudda, the duty is one rupee and a half per maund; and on the remainder of the line it is one rupee per maund.

From the junction of the rivers Jumna and Scinde southwards the present line is a new projection.

942. The line from the junction of the rivers Jumna and Scinde southwards, is a new line established by the Lieutenant-Governor, under the power vested in him by Section 3, Act XIV, of 1843, by a public notification† dated the 9th of May, 1855. Previously, the line continued to run from the above-mentioned point, in the direction of the Jumna, till it reached the boundary between the Banda and Allahabad districts, whence it ran in the direction of the southern frontier of the Allahabad and Mirzapore Districts, till it met the Soane river, across which it extended southwards to the fullest limit of British Singrowlee, where it terminated. On the whole of this line, duty was levied not on Salt only, as now on the new line, but also on Cotton and Sugar.

In substitution of the old line from the same point to the frontier of the Mirzapore District.

943. The notification provided that, after the expiration of six months from the date of its publication, so much of the existing line as extended from the junction of the Rivers Jumna and Scinde along the line of the Jumna, and thence southwards to the frontier of the

* See Map No. 1; but, since that Map was compiled, the Customs' line on the Western Frontier of the North West Provinces has been altered from the junction of the Rivers Jumna and Sinde, southwards, by a Notification of the Lieutenant-Governor, dated the 9th of May, 1855. The direction of the new line is accurately described in Paragraph 940 of the Report, where also the Map is referred to.

† Appendix U.

Mirzapore District, should be abolished. In the meantime, the old line was maintained in addition to the new one.

Whether the old line from the Mirzapore frontier to Singrowlee is included in the abolition is not clear.

944. From the wording of the above notice it would seem that the whole of the old line from the junction of the Rivers Jumna and Scinde has not been abolished, but that a portion, from the frontier of the Mirzapoor District to Singrowlee, remains; and yet the object of retaining this isolated portion is not immediately apparent—If it were united to the special line which is drawn at Allahabad, for levying the differential duty of eight annas a maund on all Western Salt passing to the eastward of that line, it might be supposed that it was retained in aid of the purposes of that line; but there seems to be a considerable gap between the frontier of the Mirzapoor district and the head of the Allahabad line, which appears to have crossed a point on the old line a long way higher up than the Mirzapoor frontier; and this gap would, seemingly, neutralize any benefit which might otherwise be afforded to the Allahabad special line by its extension to Singrowlee; but, possibly, the defect is in the wording of the notice, and the old line has in fact been abolished as far as Singrowlee.

Position of the Allahabad special line, and breadth of the Customs' jurisdiction along it.

945. The Allahabad special line, for the levy of the Differential Duty on Salt only, proceeds from the fortress of Allahabad, due south to the Rewah frontier, and due north to the Oude frontier, and thence along the eastern boundary of the Oude territory, till it reaches the Nepal frontier, where it terminates.* Customs' jurisdiction on this line extends for a breadth of ten miles, except where the line skirts the Oude frontier, where the jurisdiction extends for a breadth of 13 miles.

Administrative system. The Commissioner, Collectors, and Deputy Collectors.

946. The administration of the Customs' Revenue is at present entrusted to a single Commissioner, acting in subordination to the Board of Revenue, and having his head-quarters at Agra. Until the late alteration in the western frontier line, the Customs' jurisdiction was divided into nine Collectorships, the Customs' Houses being located at Sirsa, Hansi, Delhi, Hodul, Agra, Calpee, Rajapoor, Allahabad and Mirzapoor. By the notification altering the line, Customs' Houses were established at Jhansee, Saugor, and Hoshungabad, and a collector stationed at Saugor, was appointed to the charge of the whole new line, with one deputy at Jhansi and another at Hoshungabad. In pursuance of this arrangement, it may be presumed that the Calpee and Rajapoor, and, possibly the Mirzapoor, collectorships have been abolished. The Sirsa division is controlled by the Superintendent of the Bhuttee territory, who is *ex officio* Collector of Customs. The Collectors and Deputy-Collectors of the other divisions are Uncovenanted European officers, employed exclusively in the Customs' Department. They are of three grades. In the first there are two, who receive salaries of rupees 600 a month; in the second two, who receive rupees 500; and in the third, four who receive rupees 400 a month each. Promotion takes place as vacancies occur, three years approved service being the condition of advancement. Originally, the rule was that the incumbents should receive an increase of rupees 100 a month after every 5 years service, without reference to vacancies.

The Patrols, Assistant Patrols, and grades subordinate to these.

947. A mofussil establishment of Patrols, Assistant Patrols, Superintendents, &c., is attached to each Collectorship. The Patrols and Assistant Patrols are mostly European officers. The grades subordinate to these are filled by natives. The patrols enter on a salary of rupees 200 per mensem, which is increased progressively to rupees 250, rupees 300, and finally to rupees 350, after 3 years' approved service in the first grade, 2 years in the second, and 3 years in the third. The Assistant Patrols receive first, rupees 100 a month, which is increased after 3 years approved service to rupees 125, and, finally, after 2 years further approved service, to rupees 150.

Establishments, Suddur and Mofussil, their strength and cost.

948. The following tables (Nos. 1 and 2) exhibit the numerical strength of the Mofussil Establishment, and the cost of the entire Customs' Establishment, Suddur and Mofussil, as they stood before the late change in the western frontier line. That change may have caused some alteration in the details, but the aggregate strength and cost have probably remained the same, or nearly the same.

* See Map No. 1.

TABLE No. 1.

Numerical Strength of the Mofussil Establishment.

Designation of Officers.	Rates of Pay per Mensem.	Number of Officers.
	Rupees.	
Commissioner	3,166 : 10 : 8	1
Collector and Deputy Collectors ..	400 to 600	9
Patrols	200 to 350	32
Assistant Patrols	100 to 150	53
Superintendents	50	37
Darogahs	20, 25, 30	48
Mohurrirs	10, 15, 20	146
Weighmen	5 and 6	72
Kotegushts	10	55
Jemadars	5, 6, 7, and 8	748
Chuprassees	4 and 5	5,386
Manjees	4 and 5	3
Dandees	3 and 4	9
	Total ..	6,599

TABLE No. 2.

Monthly and Annual Cost of the entire Customs' Establishment, Suddur and Mofussil.

Description of Establishment.	Monthly Charge.	Annua Charge.
	Rs. a. p.	Rupees.
Commissioner of Customs	3,166 10 8	38,000
His Office Establishment	1,161 0 0	13,932
Collectors and Deputy Collectors .. .	3,800 0 0	45,600
Their Office Establishments	4,473 0 0	53,676
Mofussil Establishment of Patrols, &c. ..	53,357 0 0	6,40,284
Total ..	65,957 10 8	7,91,492

Salt laws.

949. Until lately, Act XIV of 1843 was the only Salt law of the North Western Provinces, but, on the 21st of December last, another law, Act XXXVI of 1855, was passed for the better protection of the Salt Revenue.

Act XIV. of 1843, and its provisions. Section IV.

950. By Act XIV of 1843, the manufacture of alimentary Salt throughout the North Western Provinces, without the express sanction of Government, is prohibited.

Section IV.

Persons engaging in, or preparing for, and proprietors of land, or their agents, conniving at, illicit manufacture, are liable, on conviction by the Magistrate, to a fine not exceeding 500 rupees, commutable to imprisonment, not exceeding six months, with or without hard labour. The illicit works to be destroyed, and any Salt stored thereat to be confiscated.

Section V.

Collectors of Customs and Land Revenue are empowered to destroy all illicit works, to seize the Salt in store, and to apprehend and make over to the Magistrate, for trial, all persons concerned in the illicit manufacture of Salt.

Section VI.

All Salt imported without payment of duty, or in contravention of any orders issued under the provisions of the Act, and all boats, carriages, and conveyances, and all animals used in transporting the same, are liable to seizure and confiscation,

Section VII.

All persons evading, or attempting to evade, the payment of duty, or aiding or abetting such evasions or attempts, or in any manner contravening the Act, or any order issued under its provisions, and all proprietors of land, or their agents, wilfully conniving at such evasions or attempts, or aiding such acts, are

liable, on conviction by a Magistrate, to the punishment specified at Section IV.

Section VIII. All Customs' officers are empowered, upon reasonable grounds of suspicion, to search any carriages and conveyances, and any packages, for Contraband Salt, and to detain all such Salt.

Section IX. Collectors and Deputy Collectors of Customs and Land Revenue, are required to report such seizures without delay, for the determination of the Commissioner of Revenue, who may confiscate the Salt, or impose a lesser penalty.

Section X. All Customs' officers are empowered to apprehend any person upon reasonable grounds of suspicion that he has committed a breach of the Salt laws, and to make him over to the Magistrate for trial.

Section XI. Any Customs' officer searching, or apprehending, without reasonable grounds of suspicion, is liable, on conviction by the Magistrate, in the one case to a fine not exceeding 250 rupees, commutable to simple imprisonment, not exceeding three months, and in the other case, to a fine not exceeding 500 rupees, commutable to simple imprisonment, not exceeding six months; the fine in both cases being payable to the party aggrieved.

Section XII. Appeals lie from the sentences passed, in pursuance of the Act, by Magistrates, or persons exercising the powers of Magistrate, as in ordinary cases,

Section XIII. All officers of Police, and all officers of the Government engaged in the collection of the Land Revenue, are required to aid the Customs' officers in the execution of the Act.

Extension of the provisions of the Act to the new line in the Saugor and Nerbudda Territories.

951. The Act does not apply to the Saugor and Nerbudda territories, or to the district of Ajmere, but has been made applicable to the new line established in the former by the notification of the 9th of May, 1855.

Act XXXVI. of 1855, and its provisions. Preamble.

952. Act XXXVI of 1855 empowers officers of Customs or Land Revenue to search houses and other enclosed places for contraband Salt, that is, Salt manufactured or stored contrary to the provisions of Act XIV of 1843.

Sections I. to IV. It indicates the officers empowered to search, and lays down the rules of search.

Section I. Search can only be made within the limits of Customs' jurisdiction.

Section II. No search can be made between sunset and sunrise.

Section V. No Salt stored in any house or place, not being Salt unlawfully manufactured thereat, can be treated as contraband, unless the quantity exceeds five seers in weight.

Section IX. The purification or refinement of impure Salt obtained in the manufacture of Saltpetre, so as to produce alimentary Salt, is declared to be a manufacture of Salt within the meaning of the Act, and of Act IV, 1843.

Sections VI. and VII. Penalties are enacted for police officers refusing, or neglecting, to attend, or aid in search or seizure; and also for vexatious search, and for wilfully and maliciously giving false information.

Working of the Customs' lines, and duties of the establishments employed upon them.

953. The following extracts, taken from pages 95 to 99 of a work published in 1854 by Mr. Hickie, a Collector of Customs at Delhi, entitled "A Brief Review of the Old and New Systems of levying Customs' Taxes on the Trade of the North West Provinces," contain a full description of the working of the Customs' lines, and the duties of the establishment employed upon them.

From the lowest subordinate upwards, to the Collector, each grade is subjected to a series of checks by which no neglect of duty, or other irregularity, can be committed without being brought to light. A high road runs along the chowkeys, and when on duty at night, the chuprassees are posted a quarter of a mile from each other, and required to walk up and down that space. Every Jemadar has the supervision of one mile of road, over which he patrols, to see that the men are vigilant, to superintend the relief of the watches, and in the morning to examine the plains and fields on either side for the purpose of discovering any trace that may exist of the uninterrupted

passage of smugglers during the night. A daily report of the result of these examinations is sent up verbally to the patrol or assistant patrol. The Jemadars are in turn checked by the orderly establishment, who take up positions under the line, as it is commonly styled, to catch all that may happen to slip through. In the morning they proceed to the line, and make an examination similar to that which the Jemadars are supposed to have previously made, the result being in the same way reported to the patrol. Then to prevent any of the Jemadars or the orderlies from concealing any instances of neglect or probable collusion they may have detected, or from being remiss themselves, the patrols and assistant patrols make unexpected excursions along their respective beats, at all hours of the night and morning. The activity of these officers again is maintained under influence of the necessity of recording, and reporting daily to the Collectors of Customs, the work they have performed, which is done by means of the diary; and a further stimulus to exertion in all grades on the line is supplied by the formation of permanent patrolling parties north and east of the line. These parties are composed of drafts from the chowkey establishment, of which however, they are entirely independent, and with whom they are prohibited from holding intercourse, unless when duty renders it unavoidable. Their instructions require them to patrol in different directions, north and east of, but two or three miles distant from, the line, and, when they make a seizure, to follow up the track of the smugglers to the point of the line at which they crossed, reporting the circumstance to the patrol or assistant patrol, who receives charge of the captured salt, and with whom rests the further prosecution of the investigation.

"In the performance of their preventive duties, the establishment are aided in many beats by a thick thorny hedge, composed of bya bushes, and raised sufficiently high to prevent its being surmounted without being broken through, and so creating an alarm which speedily brings the men on duty in the vicinity to the spot. On some parts of the line, the patrols have commenced sowing a live hedge, and others have it in contemplation to adopt the same plan, so that in the course of a few years we may calculate upon having an impenetrable and permanent barrier to head-load smuggling across a large portion of the North-west frontier line.

"Until within a late period it was exceedingly difficult to prove against any particular chuprassee the neglect by which a gang of smugglers might have escaped. There was the trail; but, as the night is divided into several watches, each man would deny that the passage had been effected in his, so that the only alternative was to punish the innocent with the guilty, or to allow the delinquent to go unpunished.

"The difficulty has been removed by a very simple method, on all parts of the line where the soil is loose and sandy. It is this: before setting the first night watch, a large branch of a tree, or a light frame work of bamboos and grass, is required to be dragged along the quarter-mile beat of each chuprassee. On the relief taking place the drag is repeated, and two broad lines, a few feet apart, are thus marked on the sand. If the smugglers have passed in the first watch, the first line only will be intersected by their footsteps; if in the second, both will bear the foot prints; and in either case the man chargeable with neglect stands convicted. Should there be a greater number of watches than two, the same process has only to be gone through at each relief to secure the same results.

"It is extraordinary with what accuracy long practice enables the native subordinates to determine the number of head-load smugglers that have crossed the line in a body at any one time, by an examination of their track, which, to an inexperienced eye, would seem a confused heap of footsteps, defying conjecture as to whether they represented the feet of five men or of fifty; but from which the chowkey people learn without difficulty the actual strength of the gang. A very fair presumption can be formed, also, from the appearance of

the footsteps, as to whether there has been collusion, or negligence merely, on the part of the establishment in failing to seize the dispatch. In the former case, the impression of the foot at the heel is deep, betraying the heaviness of the load carried, and if the steps are those of shod feet, the probability of connivance is still stronger, for it is well known that smugglers never come heavily laden, or with their feet burthened with shoes, unless they have previously bought over the establishment, and secured an uninterrupted passage. On the other hand, when the footsteps are shallow and those of naked feet, the case is seldom one in which anything but neglect can be imputed to the men on duty, the smugglers having come with light loads and barefooted to be prepared for a run in the event of being intercepted. On these occasions, they adopt the precaution of halting and laying down their bags a short distance from the line, while one of the gang creeps forward to see if the road is clear. To meet and prevent this manœuvre, which would give them considerable advantage, short excursions are made to the south and west of the line by the Jemadar, and a chuprassee at the relief of every watch, and now and then between the watches.

"With respect to the open posts, which give passage to the legal trade, the great check consists in having the register of trade written up, and closed with the seal and signature of the examining officer, every evening, and in the punctual transmission to the Sudder office of a copy of each day's registry. The cancelled Rowannahs for the same date are sent in at the same time, and marked off in the register of issue kept up at the Collector's office, as having been brought into use, a process by which we prevent attempts at employing forged Rowannahs. The issue of Rowannahs by the Collectors of Customs is checked by an account prepared in the office of the Commissioner of Customs, in which the duty value of the trade, shown by the patrol returns to have been imported and exported during the year, is compared with the amount of duty credited to Government in the books of the Collectors. In short, no fraud can possibly be committed either in the Collectors' offices, or at the patrols' posts, without a combination so wide spreading that its very extensiveness would alone ensure its ultimate exposure."

Gross collections, charges, and net Customs' Revenue.

954. The following table exhibits the collections on each article for each of the nine years, from 1844-45, the first full year after the passing of Act XIV of 1843, to 1852-53, the latest year of which I have an account. It exhibits also the total collections, the charges and net Customs Revenue of each year.

Year.	Salt.		Collections on Sugar.	Collections on Cotton.	Total Collections including miscellaneous receipts.	Charges.	Net Customs Revenue.
	Quantity.	Duty.					
1844—45	20,88,951	48,26,974	5,24,589	4,08,892	57,74,399	6,72,636	51,01,763
1845—46	17,58,023	37,93,016	6,58,387	5,29,267	49,88,474	6,58,312	43,30,162
1846—47	23,68,321	52,82,026	6,02,825	5,40,518	64,55,240	7,53,989	57,01,251
1847—48	22,84,606	49,29,001	6,86,790	5,24,523	61,67,074	9,53,945	52,13,129
1848—49	21,61,240	46,69,994	6,36,572	3,60,555	56,92,861	9,99,723	46,93,138
1849—50	25,56,812	54,84,901	7,24,579	5,24,796	67,65,533	8,92,788	58,72,750
1850—51	18,64,500	39,76,664	7,08,748	6,42,316	53,66,720	9,24,909	44,41,811
1851—52	22,14,574	47,14,270	6,89,331	6,01,598	60,17,219	8,09,926	52,07,293
1852—53	22,60,376	48,42,448	9,06,434	4,99,101	60,46,446	8,11,347	52,35,099
Total ...	1,95,57,403	4,25,19,294	59,28,255	46,31,866	5,32,73,966	74,77,570	4,57,96,396
Average ...	21,73,045	47,24,366	6,58,695	5,14,652	59,19,330	8,30,841	50,88,488

In the latest year, 1852-53, the charges amount to something less than 13½ per cent on the gross collections, and about 15½ per cent on the net Revenue. On the average of the nine years, they

amount to a little more than 14 per cent on the gross collections, and a little more than 16 per cent on the net Revenue.

Causes of the great falling off in the collections from Salt in the year 1850-51. The Lieutenant-Governor's opinions.

955. With reference to the great falling off in the collections from Salt in the year 1850-51, as compared with the previous year, 1849-50, amounting to rupees 15,08,237,* it may be observed that the Lieutenant Governor was disposed to attribute it to excessive importations in the preceding year, transfer to the Punjab receipts, in consequence of the abolition of the Jullundur Customs' line, and transfer to the Bengal receipts, in consequence of the increased consumption of the Eastern Salt in the Benares Division, in the respective proportions noted below,† but with the reservation that a part of the falling off in the consumption of Western Salts within the Benares Division might be the result of the introduction of untaxed Sambhur Salt. He was further of opinion that the consumption of the Rock Salt of the Punjab would increase in the Western markets, and also that the sea-borne Rock Salt from Europe would find its way more and more into the central provinces. Both these causes, he observed, would occasion a diminution of apparent receipts, whilst the preventive Establishments must still be retained in their full efficiency. This, however, he went on to remark, would afford no ground for regret. The people would be furnished with a purer and more wholesome Salt than heretofore, and the duty upon it would find its way into the Lahore and Bengal Treasuries, instead of into those of the North West Provinces. It must only be remembered that the Customs' Establishments of the North West Provinces keep a market for the Bengal and Punjab Salts, and that their costliness is not to be judged simply by a reference to the receipts from Salt which crosses the Customs' line.‡

The opinions of the Calcutta Board of Revenue.

956. But the Calcutta Board of Revenue considered that the abolition of the Punjab Frontier Duties, with the excessive importations of the previous year, were fully sufficient to account for the falling off, and that it was not necessary to look for special causes affecting particular localities. There was no doubt, they observed, that the consumption of Eastern Salt was increasing in the Eastern Districts of the Benares Province, but it was reasonable to suppose that the increase had been, and would continue to be, very gradual, and they saw no ground whatever for assuming that any considerable part of the difference between the North Western Collections of 1849-50 and 1850-51 was due to that increase.§

The opinion of the Commissioner of Customs.

957. Mr. Smith, the Commissioner of Customs held that the falling off arose more from temporary causes;‖ and he would seem to have judged rightly, for in the following year the collections regained their level. There can be no doubt, however, that the receipts at the Punjab Mines must now displace so much of the Customs' receipts of the North West Provinces as used, before the abolition of the Jullundur Customs' line, to be derived from the consumption of Punjab Salt; but this transfer to the Lahore Treasury must be attended with some little loss, inasmuch as the Excise

* 1849-50	..	54,84,901
1850-51	..	39,76,664
Decrease	..	15,08,237

† Excessive importations	..	3,06,276
Transfer to Punjab receipts	..	5,79,816
Ditto to Bengal ditto	..	6,22,145
Total	..	15,08,237

‡ Letter from the Secretary to the Government of the North West Provinces to the Financial Secretary to the Government of India, dated the 7th of November, 1851.

§ Letter of the Calcutta Board of Revenue to the Bengal Government, dated the 10th January, 1852.

‖ Letter from the Commissioner of Customs, North West Provinces, to the Board of Revenue, North West Provinces, dated the 15th of February, 1854.

Duty taken at the Punjab mines is less than the Customs' Duty levied in the North West Provinces by the amount of the mining expenses, estimated at two annas per maund.

Rates of Duty.

958. By Act XIV of 1843, the duty leviable on all Salt imported into the North Western Provinces is two rupees per maund; but the duty levied on one portion of the Customs' line on the western frontier, it has been seen, is one rupee and a-half per maund, and in another portion, one rupee a maund. These rates have been fixed by the Lieutenant Governor's notification of the 9th of May, 1855.* Being confined to that portion of the line which extends southwards, from a point ten miles north of the town of Saugor, they do not encroach upon the consumption of any part of the country, previously, as now, taxed at two rupees a maund. The effect of the measure carried out by the notification above-mentioned was, by throwing forward the old line from the junction of the Rivers Jumna and Scinde, and extending it farther south, to subject the consumption of a large additional tract, partly to the full tax of two rupees, and partly to lower rates of duty. The districts of Humeerpore and Banda and nearly the whole of Bundlecund, previously exterior to the Customs' line, that is, lying on the same side of it as the Salt producing tracts, have now been subjected to the full tax, and nearly the whole of the Saugor and Nerbudda territories to the lower rates, in one part, of a rupee and a-half, in another part, of one rupee per maund. It seems to me questionable however, in the first place, whether, as the Saugor and Nerbudda territories are specially exempted from the operation of Act XIV of 1843, by its last section, the provisions of section 3 of that law can be taken to convey any power to the Lieutenant Governor in respect of those territories, notwithstanding they are now attached to the Government of the North Western Provinces; and, in the next place, whether those provisions empower the Lieutenant Governor, in any case, to impose any other rate of duty on Salt imported into the North Western Provinces than two rupees a maund. If these objections be well founded so much of the notification of the 9th of May, 1855, as affects the Saugor and Nerbudda territories wants authority.

Relation borne by the cost of an adequate supply of Salt to the wages of labour.

959. The following extract from an article in the Delhi Gazette of the 8th of November, 1851, condenses authentic information regarding the price of the Salt consumed in the North West Provinces.

"In the North West Provinces, Salt is imported principally from the independent Native States on the south bank of the Jumna, from Lahore, and from the Sambhur Lake near Ajmere. The duty paid on all Salt crossing the frontier is two rupees a maund—four shillings for 80 lbs. Salt may be carried throughout the Provinces to the north without paying further duty; but there is another line to the eastward, drawn from Jounpoor south through Allahabad to Rewah, beyond which Salt cannot be carried without paying a Special Duty amounting to twelve† annas more. We find in the Revenue Report for 1848-49, that Sambhur Salt (the best quality of Salt brought to market) sells in twenty-seven districts at prices averaging from $4\frac{1}{2}$ seers per rupee to 26 seers, that is, from 9 lbs. to 52 lbs. for 2 shillings, according to the distance the Salt has to be carried, the district in which the Salt is dearest being that farthest from the frontier; but, even there, the price of this article is only 2 shillings for 9 lbs., or $2\frac{1}{3}$ pence per lb., the common Salt being much cheaper. The Salt imported from the Bhurtpore territory, known as Salumba, Balumba, Bhurtpore, &c., sells at 20 seers per rupee after it has crossed the frontier some distance; this is about $1\frac{3}{4}$ lb. per penny, but this common Salt cannot be carried so far as Benares and Jounpore, although the favourite Sambhur is taken as a luxury. These districts are supplied with common and cheap Salt from neighbouring districts. Jounpore receives Salt from the Oude territory, and Benares imports Koteearee at prices not exceeding 20 seers per rupee. In short, the labouring population of the North Western Provinces can always procure good Salt at a price

* See Appendix U.

† Now 8 annas.

not exceeding one pound and a quarter for the equivalent of one penny in Indian money. In many districts they can buy it much cheaper."

To the mass, then, of the population, the price of Salt may be taken at one penny, or, in Indian money, at eight pies, or two-thirds of an anna, for a pound and a quarter. At this rate, the annual cost to a single person consuming six seers, or twelve pounds, would be, as nearly as possible $9\frac{1}{2}$ pence, or $6\frac{1}{3}$ annas; and this cost, assuming the average wages of agricultural labour at only 2 rupees per mensem, or 24 rupees per annum, would amount to the sixtieth and one-third part of his yearly earnings, or a tax upon his income of $1\frac{2}{3}$ per cent. At the same price, the annual cost to a family of 5 persons, adults and children, consuming on the average 8 lbs. of salt each, or in the aggregate 40 lbs, would be rupees 1 : 5 : 4; and this cost, supposing such a family to earn between them only 3 rupees per mensem, or 36 rupees per annum, would amount to the 27th part, or $3\frac{3}{4}$ per cent., of their yearly earnings. The wages of labour have here been assumed at a very low average, still the cost of an adequate supply of Salt cannot be regarded as burdensome to the labourer, especially when it is considered that the Salt Tax is, as I have before shown,* the only tax, direct or indirect, of any description, which he is obliged to pay. Much less can it be said that an adequate supply of good wholesome Salt is beyond his reach.

Relation borne by the licit consumption to the population.

960. The Table at paragraph 954 shows that there was no material increase in the importations of Salt in the nine years from 1844-45 to 1852-53. Nor do the importations of those years exhibit, on an average, an advance of so much as a lakh of maunds on the average importations of the preceding six years from 1838-39 to 1843-44. In fact, the importations during the fifteen years from 1838-39 to 1852-53 may be said to have been stationary. The number of the population who were dependent for their supply of Salt upon the importations across the Customs' line on the western frontier of the North Western Provinces, as it stood before the recent alteration, not being known, it is impossible to arrive at any trustworthy approximation to the relation borne by the licit consumption to that population. There can be no doubt, however, that it is very small. In the Tables prepared at the India House, and transmitted to the Government of India on the 29th of August last, the population of the British possessions in the North Western Provinces, derived from a very careful and minute census taken on the 1st of January, 1853, is set down at 30,872,766, as shown below.† The only Native States lying within the Customs' line appear to be Rampore in the Bareilly Division, containing a population of 320,400, and the Province of Oude, the population of which is set down at 2,970,000. These numbers being added to the population of the British possessions give a total of 34,163,166.‡ But from this total the population of the districts of Humeerpore and Banda, among the regulation districts, and of Kote Kasim, Ajmere, and British Nimaur among the non-regulation provinces, numbering

* See Paragraphs 823 and 824.

† Divisions. Population.

Delhi	2,195,180
Meerut	4,522,165
Rohilcund	5,217.507
Agra	4,373,156
Allahabad	4,526,607
Benares	9,437,270
Non-Regulation Provinces	600,881
Total	30,872,766

‡

British Possessions	30,872,766
Rampore	320,400
Oude	2,970,000
Total	34,163,166

1,556,861, as shown below,* must be deducted, because all that tract was exterior to the Customs' line. In like manner, a proportionate deduction should be made from the population of such districts as were intersected by the line, but in these cases it is impossible to determine what proportion of the total population inhabited the tract on either side of the line. It is probable also that the consumption of Oude is supplied, in chief part, by Salt produced in the province. On the other hand, Salts crossing the western frontier are largely consumed in the Cis-Sutlej and Trans-Sutlej Divisions of the Punjab, and credit should be taken, on this account, for, perhaps, the larger proportion of the Cis-Sutlej population, numbering 2,311,969, and a considerable proportion of the Trans-Sutlej population, the number of which is not known. On the whole, balancing the deductions to be made against the additions, it may perhaps be safely assumed, that the numbers of the population who were dependent for their supply of Salt upon the importations across the Customs' line on the western frontier was not less than the number inhabiting the British possessions, viz., 30,872,766. This population, at an individual consumption of 6 seers or 12 pounds, would consume 46,30,915 maunds of Salt; but the quantity imported in the latest year, 1852-53, was only 22,60,376 maunds, or less than half the quantity required for human consumption alone. Either, therefore, the population consume on an average, less than a half allowance of Salt, which is not probable, or, as may be more safely assumed, the difference is supplied through illicit channels, that is, either by smuggling from abroad, or by illicit production at home, but for which, the importations should be 46,30,915 maunds, instead of only 22,60,376 maunds, and the collections more than 96,84,896 rupees, instead of only 48,42,448 rupees, or more than double their present amount; the quantity of Salt on which duty is evaded being thus 23,70,539 maunds, and the loss sustained in the collections more than 48,41,948 rupees. In other words, not half the quantity of Salt consumed is brought under contribution, and not half the Revenue is collected that ought to be collected; and this, without taking into calculation Salt consumed by cattle, or in the preparation of hides, and such like purposes.

The modes in which the illicit consumption is supplied.

961. The illicit consumption is said to be supplied in some part by head-load smuggling across the line, in a greater part by smuggling across the Oude frontier: and, in chief part, by illicit manufacture.

Head-load smuggling.

962. It is supposed that very little untaxed Salt finds its way across the line above the confluence of the Rivers Jumma and Chumbul, and that head-load smuggling prevailed chiefly below that point; across that portion of the line which was known as the Mirzapore line. Throughout this lower section, the establishment was much weaker than it is on the Upper Station. On the latter, the Chuprassees, when on duty at night, are posted at distances of only a quarter of a mile apart, and every mile of the line is supervised by a Jemadar. On the former, the Chowkeys were, in many places, from one and-a-half to six miles apart, with only a Jemadar and two Chuprassees attached to each. It appears to me that it would have been better to have had no line than one so weakly guarded as this. It has been seen, however, that this portion of the line has now been abolished and a new line substituted, the Establishment on which, it may be presumed, has been placed on a proper footing.

Smuggling across the Oude frontier.

963. With respect to smuggling from Oude, it appears that the revised rules of the 10th of February, 1844, for giving effect to the provisions of Act XIV, of 1843, prescribed the formation of a line, for the levy of a duty on Salt only, along both the western and the

* Humeerpore	548,604
Banda	743,872
Kote Kasim	13,767
Ajmere	224,891
British Nimaur	25,727
Total ..	1,556,861

eastern boundary of the Oude territory; but no line has ever been established on the western boundary; on that frontier, the duty of preventing the importation of Salt into British territory is entrusted to the ordinary officers of Revenue and police; while on the eastern side the Customs' posts are represented to be weak and inefficient. It seems to have been a great error, considering the high value of Salt in the British possessions on either side, to leave the Oude frontier almost entirely unguarded; but, as that State has now been incorporated with the British territories, and as the Salt produced in it is said to be of a very inferior quality, the course to be followed under existing circumstances is, not to strengthen the posts on the eastern border, nor to establish a line on the western side, but to abolish the former, and to prohibit the manufacture of Salt in Oude, by extending Acts XIV of 1843, and XXXVI of 1855, to that territory.

Illicit manufacture.

964. Illicit manufacture is carried on, not in remote and uninhabited tracts, as in Bengal, but in the villages, and within the dwelling-houses. The earth all over the country is impregnated with Salt, which sprouts out on the surface of the ground. Some of this earth is scraped up and taken by the villagers to their houses; there it is thrown into water, and the brine thus produced is exposed to the rays of the sun on the tops of the houses, until the water evaporates, and only Salt remains; or, in wet weather, the Salt is obtained by boiling the brine within inclosures. It has further been established, by an inquiry undertaken for the purpose, that illicit Salt is very extensively produced in works ostensibly employed in manufacturing only Saltpetre. In order to check the illicit production of Salt in these ways, a draft Act for "Regulating the Manufacture of Alimentary Salt, at Salpetre manufactories, and elsewhere within the limits of the North West Provinces," was drawn up in 1847, and submitted in the following year to the Supreme Government. This draft was, however, finally rejected in 1852, principally on the ground that the surveillance to which it was proposed to subject the works, at which Saltpetre is manufactured might seriously affect the production of that staple article, and an amended draft, subsequently submitted, was, in like manner, rejected; but the means of check have now been supplied in the provisions of Act XXXVI of 1855, which, as has been seen, empowers officers of Customs or Land Revenue in the North West Provinces to search houses and other enclosed places for contraband Salt, including Alimentary Salt produced in Saltpetre manufactories.

Observations and opinions of the Salt Commissioner.

Services of Mr. G. H. Smith, late Commissioner of Customs in the North West Provinces.

965. That portion of the Customs' line which lies above the confluence of the Jumna and the Chumbul, and formerly constituted the first, or Delhi Division, has long been known to be exceedingly efficient. It was formed, and for many years superintended, by Mr. G. H. Smith, the late Commissioner of Customs in the North Western Provinces. That portion which constituted the second, or Mirzapore Division, was not so efficient, owing to a weaker establishment. Towards the end of 1852, the two divisions were united, and the whole line was superintended by Mr. Smith, until his retirement from the service in the early part of 1854. By this union an annual saving of between 30,000 and 40,000 rupees was effected in the charge for establishments. Mr. Smith was attached to the Customs' Department of the North Western Provinces, for nearly the whole period of his service. He was employed in it for twenty-two years, without interruption, and there can be no doubt, as was acknowledged by the Lieutenant-Governor, that the existing Customs' system in those provinces, by which a large Revenue is collected, with very small hinderance to the general trade of the country, on three staples, and principally on Salt, in place of a smaller Revenue on more than 300 articles, owes its present development to that gentleman. He was its untiring advocate against the most galling antagonism and discouragement, and his energetic efforts have mainly produced the great comparative success which has attended it.

A marked improvement should now take place in the collections on Salt.

966. But though the comparative improvement has been great the collections on Salt alone, it has been seen, are still very inadequate in proportion to the consumption, and it is obvious that under the combined operation of the advanced and extended line, the annexation of the Oude territory, and the increased powers lately conferred by the Legislature for the suppression of illicit manufacture, a further very marked improvement should now take place in the Salt Revenue.

The abolition of the Customs on Sugar and Cotton recommended, whenever the amount of the remaining collections on those articles is covered by increased collections on Salt.

967. At present a duty on Sugar and Cotton is levied only on the line above the confluence of the Jumna and the Sinde. The duties which used to be levied on those articles on the old line below that point appear to have been relinquished about six months ago, when that portion of the old line was abolished, consequent upon the formation of the present new line from the junction of the rivers above-mentioned. Whenever the increased collections on Salt reach the aggregate amount of the remaining collections on Sugar and Cotton, I am of opinion that the customs on those articles should be altogether abolished, and a duty levied on Salt alone throughout the North Western Provinces.

The Allahabad special line might be abolished if the duty on Bengal Salt were reduced to rupees 2 per maund, but not otherwise.

968. It has been seen that the preventive line maintained at Allahabad to secure the Differential Duty on Western Salt, might be abolished at once if the duty on Bengal Salt were reduced, as I have recommended, to rupees 2 per maund, and so equalised with the rate of duty levied on Salt in the North West Provinces and the Punjab, but not otherwise. The abolition of the Allahabad line would be attended with a saving of nearly half a lakh of rupees per annum, which might advantageously be applied to strenthening the new line on the western frontier, below the junction of the Jumna and the Sinde, if the Establishment on that line has not already been placed on the same footing as the Establishment on the line above that point, of which it is the continuation.

SECTION IX.

ON THE SUPPLY OF SALT FOR THE PUNJAB.

Extent of the Salt range of the Punjab.
Punjab Report, 1849-50 and 1850-51, Paragraph 301.

969. THE famous Salt range of the Punjab commences near the River Jhelum, and runs thence due west, right athwart the Sind Saugur Dooab (separating the Dooab into two divisions) till it reaches the Indus. Then leaving at Kalabagh a narrow channel for the river to pass through, it crosses the Trans-Indus region, till it meets at right angles the Sulimanee ridge, which runs from north to south.

Salt wealth of the range, and quality of the Salt.

970. The Salt in this range is either found cropping out in all directions, or else lies in strata, commencing near the surface, and extending downwards in deep veins of inexhaustible fecundity. The mineral when excavated can be brought up to the mouth of the mine for less than two annas a maund. It is extracted in a pure state, requiring, for consumption, no preparatory process except pounding. It is of excellent flavour and purity, of transparent brilliancy and consistency; but it assumes a reddish hue, when, as is sometimes the case, veins of iron lie adjacent to the saline strata. It is in this latter respect that the Salt of the Cis-Indus portion of the range may be distinguished from that of the Trans-Indus. The latter species of Salt has a darkish tinge, and is generally of inferior quality to the former.

The common Bay and and Mundee Salts.

971. Besides the Salt range excavations, there were no mines or manufactories of any note or importance in the Punjab territories. The common Bay Salt might, indeed, be made in many localities, but not cheaply or easily; and in all parts of the country the ground is occasionally impregnated with a saline efflorescence, resembling saltpetre. In the alpine principality of Mundee, an impure Salt is produced, but, it is strongly mixed with earthy ingredients, and its consumption is confined to the limits of the principality.

Sikh management of the Salt Revenue.

Punjab Report, 1849-50, and 1850-51, Paragraphs 301 and 302.

972. Under the Sikh Government, Salt was one among 48 articles liable to Customs, Excise, Town, or Transit, Duties.

Cis-Indus Mines.

973. The Sikh Government did not establish any systematic management for their Salt Revenue; no scale of duties was fixed. The Cis-Indus Mines were farmed out to individuals of rank and eminence. The farmer, as long as he paid in the amount of his contract, enjoyed a monopoly of the sale. He was under no restrictions as regards time, place, or price. He might sell, wholesale or retail, at the mine, or at distant markets. He might regulate his proceedings by the state of prices and markets, by the briskness or sluggishness of the demand; or, if he preferred, he might hoard up the Salt in depôts or entrepôts.

Trans-Indus Mines.

974. The Trans-Indus Mines were managed differently, or rather were not managed at all. They were held by the fierce mountaineers of Kohat; no speculator would be rash enough to set up a concern there, and even the Government would have to collect its Revenue with the sword; so the matter was compromised by surrendering the mines to some local chieftain, on the payment of a small annual tribute; but the Salt, when in transit, was liable to Town Duties at Peshawur and other cities.

Reforms introduced under the Regency.

Punjab Report, 1849-50, and 1850-51, Paragraph 304.

975. When the Sikh Government passed under British control after the Sutlej campaign, the Lahore Council of Regency, acquiescing in arrangements proposed by the British Resident, abolished the duties on twenty-seven articles, chiefly the products of domestic industry, indigenous agriculture or internal commerce, and also reduced the duties on nine articles. All the interior lines were swept away, and the Town and Transit Duties were abolished. The three grand frontier lines were kept up: one along the Indus, to intercept goods coming from the west; one along the western bank of the Beas and the Sutlej, for goods, chiefly British, coming from the east, and the third running along the base of the Himalaya range, to meet the imports from Cashmere and Jummoo. The province of Mooltan was excluded from these arrangements, which took effect during the year 1847.

976. To compensate for the deficiency in the Revenue occasioned by these remissions and reductions of duties, amounting together to upwards of six lakhs of rupees, a moderate toll on ferries was introduced, the Excise on drugs and spirituous liquors was improved by a system of licences, and the Salt Revenue was reformed. A fixed duty of two rupees on the Punjabee maund was demanded on this article from the merchants at the Cis-Indus mines. But these duties were levied by a new contractor, who bore the cost of management and collection, and paid to the State an annual Revenue of six lakhs of rupees, being an increase of two lakhs on the previous out-turn. No alteration was made in the management of the Trans-Indus mines.

Reforms introduced after Annexation.

Punjab Report, 1849-50, and 1850-51, Paragraphs 308 to 310, and other sources.

977. After the annexation of the country to the British Empire in India in March 1849, the Customs' and Excise Duties levied in it under the reformed arrangements introduced by the Council of Regency in 1847, were taken into consideration. Under those arrangements, duties were still levied under 20 heads. They comprised Duties of Customs, both of Import and Export, Excise Duties on spirituous liquors and drugs, fines, seigniorage on mints, tolls on ferries, contract of the Salt mines, and other things.

978. From the year 1850, the whole of these duties were abolished, excepting three, namely, the Ferry Tolls, the Spirit Excise, and the Salt Excise; and one new tax was added, the Stamp Duty.

979. In connection with this measure, the three existing Customs' lines, viz. the Indus line, the line on the western bank of the Sutlej and the Beas, and the Jummoo line were abolished. A portion of the North West Provinces' Customs' line, namely, that running from Sirsa *viâ* Kotekapoora and Ferozepore along the eastern bank of the Beas, commonly called the Jullundur line, was also removed, and a new line was extended from Sirsa to Fazilka, on the eastern bank of the Sutlej, and carried down the western bank of that river from Umrookee Ghaut, the point of junction with the Sirsa line, to opposite Mittun-

kote,* to prevent any importation, in that direction, of Scinde or Rajpootana Salt into the Punjab, and of the latter Salt into the North-West Provinces, and so to compensate, in respect of these provinces, for the abolition of the Jullundur line. The Mooltan Duties were at the same time repealed.

Cis-Indus Mines.

980. On this occasion, an entire change was made in the system under which the Revenue from Salt was derived during the regency. Instead of letting the Salt mines by contract, the Government took the management of the Cis-Indus Mines into its own hands, levying an Excise Duty at the mouth of the mine of two rupees per Company's maund on the Salt delivered, to cover all charges, and allowing the Salt after this payment to pass free throughout the British dominions, subject however to the additional duty of 8 annas per maund levied on all Salts passing the special line at Allahabad, for the protection of the Bengal Duty, which is 2 rupees 8 annas per maund. The manufacture of Alimentary Salt in the Punjab was at the same time prohibited.

981. The line on the western bank of the Sutlej from Umrookee Ghaut to opposite Mithunkote is purely a preventive line to keep out Foreign Salt, the exportation of Punjab Salt being permitted. It is a Punjab line, and is superintended by the Commissioner of the Mooltan division.

Trans-Indus Mines.

982. With respect to the Trans-Indus Mines, it was resolved, on political and social considerations, to impose a light duty of two annas per maund at the Bahadoor Kheyl Mine, and four annas at the other mines, and to allow certain perquisites to the local Khuttuk chieftain with a view to reconcile the hill chiefs to the new system.

Indus preventive line.

983. In 1851, in order to guard against the influx of this lightly-taxed Salt across the Indus, to the detriment of the revenue derived from the produce of the Cis-Indus Mines, a system of prevention, resembling that which obtained under the Sikh Government of watching the ferries of the Indus, was introduced. Under this system, parties are stationed at each ferry, on the eastern bank of the Indus, from Attock on the north to Leia on the South, controlled and watched by a roving party constantly moving up and down the line,† the establishments on the upper portion of the line, between Kalabagh and Attock, being superintended by one European officer, those on the lower portion, between Kalabagh and Leia, by another.

Proposition to extend the Sutlej line from Mithunkote up the Indus.

984. In the same year, and at the same time, a question arose as to the expediency of extending the preventive line on the Sutlej from Mithunkote up the Indus, so as to prevent the Rajpootana and Scinde Salts, and the manufactured Salt of the Derajat, from crossing the Indus, but such a line was not considered necessary; and from a report subsequently received from the Commissioner of Scinde, who was called upon for his opinion, it clearly appeared that there was no reason to apprehend, in the present condition of the Salt manufacture and trade in Scinde, that any quantity could be exported from that province for use in the Punjab, so as to call for an expensive line of frontier posts, or for any other preventive measure.

Administration and collection of the Salt Revenue Cis-Indus Mines.

985. The supply of Salt for the Punjab east of the Indus is derived from the Cis-Indus Mines, in the Sind Saugur Dooab, and from the mines at Kalabagh. All other Salt, in the country between the Indus to the west and the Beas and Ghara to the east and south, is contraband.

986. The mines lie within the jurisdiction of the Commissioner of the Jhelum Division, who is in charge of the Salt Revenue Department, the administration and collection of the Revenue being vested in a Collector, acting under the superintendence and control of that officer as regards the mines and the Indus preventive line, and of the Commissioner of the Mooltan Division in respect of the Sutlej line.

Establishments and their cost.

987. The cost of the Establishments entertained at the mines amounts to rupees 7,495 per mensem, or rupees 89,940 per annum.

* See Map No. 1, [and Note at Page 197].

† See Map No 1.

988. The Sudder Department comprises the Collector on a salary of rupees 800 per mensem, and an Establishment at rupees 810 per mensem; total rupees 1,610 per mensem.

989. The Mofussil Department consists of the Deputy Collector in charge of the mines, and the Establishment of officers, employed for working them, and for the protection of the Revenue, viz.:

	Rupees.	
Deputy Collector	500	
3 Patrols at 300 each	900	
4 Assistant Patrols—1 at 225, 2 at 200, and 1 at 150	775	
		2,175
Native Establishment		3,710
Total Rupees		5,885 per mensem.

990. The total cost of the Establishment entertained for the Sutlej preventive line is rupees 6,537 per mensem, or rupees 78,444 per annum, as follows:—

	Rupees.		
A Deputy Collector	500		
Establishment	390		
		890	
4 Patrols—2 at 400, and 2 at 300	1,400		
4 Assistant Patrols—2 at 250, 1 at 225, and 1 at 200	925		
Subordinate Native Establishments	3,322		
		5,647	per annum.
Total per mensem, Rupees		6,537 × 12 = 78,444	

991. And of the Establishment entertained for the Indus preventive line, rupees 1,424 per mensem, or rupees 17,088 per annum, as follows:—

2 Patrols, 1 at 300 and 1 at 200 ..	500	
Subordinate Native Establishment ..	924	
Total per mensem, rupees ..	1,424 × 12 = 17,088 per annum.	

992. The total cost of the Salt Establishments in the Punjab thus amounts to rupees 1,85,472, per annum, as shown below.* The present cost may be a little more or less than the above amount, in consequence of recent changes, but the difference either way cannot be material.

Scale of allowances for Patrols.

993. A scale of allowances for Patrols and Assistant Patrols has been sanctioned with special reference to the peculiar hardships to which such officers are exposed in the Punjab, and from which the same class in the North Western Provinces are in a great measure exempt. The scale sanctioned is contrasted below with that prevailing in the North Western Provinces.

ASSISTANT PATROLS.

	Punjab. Rupees.		North West Provinces. Rupees.
At first	150	.. .. ..	100
After 3 years good service	200	.. .. ..	125
After 3 years more ..	250	After 2 years more..	150

PATROLS.

At first	300	.. .. ..	200
After 5 years	350	After 3 years ..	250
		After 2 years more..	300
After 5 years more ..	400	After 3 years more..	350.

* At the Mines 89,940
Sutlej Line 78,444
Indus Line 17,088
Total .. 1,85,472

Rules for the protection of the Revenue.

994. For the repression of illicit manufacture and smuggling, the penal provisions of Regulation XIV of 1843, have been introduced, with certain modifications to suit the Punjab. The prohibitions and penalties to be enforced under these modifications, and the duties and powers of the Salt excise and preventive officers, have been embodied in a set of rules, a copy of which is appended.* A copy of parts of a memorandum showing the duty and arrangement of the patrolling force on the Sutlej preventive line, from which a general idea of the patrolling system may be formed, is also appended.†

Amount of the Salt Revenue.

995. Under the Sikh Government, the Revenue derived from the Salt Farm amounted to four lakhs of rupees per annum. Under the Regency it was raised to six lakhs. When the present Excise system was introduced, in October 1849, it was estimated that the sales would amount to six lakhs of Indian maunds, and the gross receipts, at two rupees per maund, to twelve lakhs of rupees. The actual results have been as follows :

Years.	Maunds of Salt Sold.	Gross Receipts.
	Rupees.	Rupees.
From October, 1849, to end of April, 1850....	4,03,426	8,06,852
1850-51	7,68,703	15,37,406
1851-52	6,40,647	12,81,295
1852-53	8,42,108	16,84,216
1853-54	9,75,267	19,50,535

Punjab Report, 1851-52, and 1852-53, Paragraph 357.

996. The interruption to the progressive increase in 1851-52 was owing to partial failure of harvest combined with general lowness of prices, and also to over speculation. The present increase is attributed, not only to exportation, but also to increased consumption within the Punjab. The exportations, however, across the Beas and the Sutlej must be taken to have displaced to a corresponding extent the Salt Revenue of the North Western Provinces. The transfer from the North Western Provinces Customs' receipts, on account of Salt, to the Punjab receipts, from this cause, in 1850-51, the first year after the abolition of the Jullundur Customs' line, was computed at rupees 5,79,816.

Receipts and charges.

997. The gross receipts from the sales in the past year 1853-54 amounted to rupees 19,50,535. From this must be deducted rupees 1,21,908 being at the rate of two annas per maund on the Salt sold, for expenses of excavation, leaving a net profit of rupees 18,28,627, from which rupees 1,85,472 being further deducted, for cost of Establishments, there remains a net Revenue for the year of rupees 16,43,155. The cost of Establishments, constituting the charge of collection, amounts on the net Revenue to a little more than 11 per cent, on the net profit to a little more than 10 per cent, and on the gross receipts to nearly 9½ per cent.

Trans-Indus Mines.

998. The Trans-Indus Salt Mines are not included in these calculations. The Salt of those mines is contraband to the east of the Indus, and is kept out by the preventive line on that river. It is sold for consumption in the Kohat and the other country west of the Indus, at the rates before mentioned at paragraph 982. That country is, in fact, not included at present, in the Salt Revenue system of the Punjab, the manufacture of Salt in the Derajat, and the consumption of other Salts than Government Salt, not being prohibited. A time may come when it will be practicable and expedient to raise the duty on the Salt of the Trans-Indus Mines, to

* Appendix V, No. 1. † Appendix V, No. 2.

‡ Letter from the Secretary to the Government of the North Western Provinces to the Financial Secretary to the Government of India, dated the 7th November, 1851, No. 3879, Paragraph 8.

forbid the manufacture in the Derajat, and to draw a preventive line from Mithunkote due west to the Soliman Range, in order to keep out the importation of Scinde and Rajpootana Salts in that direction, and to confine by these measures the consumption of Salt, within the entire Punjab, to the produce of the Government mines on both sides the Indus.

Improvement of the Mines.

999. In 1850, very soon after the mines were taken under the direct management of the Government, measures were proposed by the Collector of Salt Revenue having in view the creation of greater facilities for working the mines, the improvement of the condition and health of the miners, and the promotion of the comforts and convenience of the Government Establishments, and the merchants resorting to the mines.

Punjab Report, 1851-52 and 1852-53, Paragraph 380.

1,000. In that portion of the Salt range which borders the River Jhelum, near the city of Pind Dadun Khan, there are some eight localities whence Salt has been, or is, extracted. Of these the two principal are the Sojeewala and the Buggee Mines, both near the village of Khewra, about six miles from Pind Dadun Khan. The improvements which have been effected have been confined to the Sojeewala Mine. Those of the Buggee Mine are as yet only in design. The other mines appear to be situated in the vicinity of the places specified below,* the Kalabagh Mines lying, apparently, immediately on the opposite, or western, bank of the Indus.

Paragraph 381.

1001. The necessity for improvement was manifold. The transit from Pind Dadun Khan to Khewra was difficult, and still more so from the village to the mine. The passage through the hill-side to the vault was crooked and dangerous. The atmosphere within the cavernous chamber of the mine was fetid and oppressive, and the temperature high. The miners were a wretched short-lived race; in former days, their shrunken, cadaverous appearance, their squalid houses, and their early deaths, formed a theme for the description and commiseration of travellers. The Salt merchants were liable to long detention at the depôt, owing to the difficulties of transit, and the scarcity of labour; and they, in common with the inhabitants, suffered from the deleterious nature of the water, the springs being all more or less impregnated with Salt.

1002. The improvements which have been effected for the removal of these evils consist in the construction of a gallery, an aqueduct, and a road.

Paragraph 382.

1003. The gallery has been fully completed. It is 250 feet long, 10 feet broad, and 10 feet high. The tunnel is faced with masonry on all its sides. The windlass intended to be used at its mouth, to facilitate the exit of the Salt, remains to be fixed. This work proves beneficial not only to transit, but to ventilation. The old passage, though abandoned, is still kept open, and acts as a kind of chimney to the new gallery; and has now become an excellent ventilator. The atmosphere of the chamber is no longer oppressive, its mean temperature has been reduced from 82° to 75°; indeed, it is now a cool subterraneous retreat.

Paragraph 383.

1004. The aqueduct is also complete. The villagers, the miners, the merchants, and the cattle were supplied with water from a stream which, though pure at its source, crossed, in its passage down the hill side, a stratum of Salt, and consequently became brackish. To obviate this, a large dam, fortified by masonry, has been erected at the crest of the gorge where the water is uncontaminated. The water thus collected is thence conducted by a wooden trough, supported by brick pillars, to the village. Since January, 1853, it has been regularly delivered at the village. The supply is 8,000 gallons per hour.

Paragraph 384.

1005. A masonry tank, 100 feet square and 11 feet deep, has been constructed at the depôt for the use of the merchants and their cattle. It is fed by hill torrents; a similar tank has also been

* Mukrach, Surdee, Wurcha, Kalabagh.

constructed by the district authorities in the same vicinity. The road from Pind Dadun Khan to Khewra is in most respects completed. From Khewra to the mines it has been perfected.

Cost of improvements. Paragraph 385.

1006. The cost of these works has been as follows:—

	Rupees.
Gallery	13,771
Aqueduct	13,555
Tank	5,345
Road	911
Establishment and contingencies	5,798
Total rupees	39,380

Tendency of the improvements. Paragraphs 386 and 387.

1007. The tendency of these improvements is to concentrate the trade on the two Khewra Mines, as will appear from the following statistics of the Salt trade at those mines:—

Maunds of Salt sold.		
1851-52.	1852-53.	1853-54.
3,84,426	5,29,149	6,43,753

1008. The Surdee Mines it was proposed to close as soon as all the projected improvements at the Khewra and Mukrach Mines had been completed, and it was supposed that the Kalabagh Mines would also be much less resorted to then. The Buggee Mine belongs, apparently, to the Mukrach group.

Consequence of the improvements. Paragraph 388.

1009. The consequences of these works have been in every way beneficial. The health of the miners has rapidly revived under the influence of fresh air and fresh water. The mines have become so easy to work, that other classes of labourers, besides the miners, who formerly held a monopoly, have been introduced. The mineral itself, from the admission of air, has become more consistent, and less liable to fall in masses. There is, consequently, less danger of accidents, and a greater facility for excavating the Salt by means of blasting. The convenience of the merchants has been vastly promoted, and they are now able to take ten trips instead of four.

Observations and opinions of the Commissioner. No simpler or less objectionable mode of raising a Revenue from Salt in the Punjab could be established.

1010. From the foregoing narrative, it appears that, in that portion of the Punjab, which lies to the west of the Indus, the trade in Salt is altogether open and untaxed. The mines are the property of the Government, and Salt is sold from them at a low profit, but at the same time, any person is at liberty to manufacture and sell the article in the Trans-Indus limits, or to import it for sale, within those limits from abroad. On the other hand, the supply of Salt in that portion of the Punjab which lies to the east of the Indus, and to the west and north of the Beas and Ghara Rivers, is a close Government monopoly, the manufacture of Alimentary Salt within that tract being strictly prohibited, and its importation prevented. It is obvious, however, that if a Revenue is to be derived from Salt in the Punjab, no simpler or less objectionable mode of raising it could be established than to confine the first transactions in the article exclusively to the mouth of the mines. In the hands of the Government, the arrangements at the mines are conducted with liberality and humanity; and nothing would be gained by allowing private manufacture under Excise Licences in addition to sale from the Government mines, at all commensurate with the additional expense and inquisition which that measure would render necessary. In all its parts, the system, as it now exists, has been carefully and judiciously organized; and the efficiency which characterizes the Punjab administration in its other branches is equally manifest in the management of the Salt revenue.

It is a question whether the price of Salt at the Mines ought not to be raised to rupees 2:2 annas a maund.

1101. It is true that the price of Salt at the mines is now considerably higher than the prices which used to be levied by the farmers under the Sikh Government; but, in commutation for this increase, all Duties, whether Export or Import, Town or Transit, on all other articles,

which were leviable in the British possessions, west of the Rivers Sutlej and Beas, were abolished, the entire trade of the Punjab, with the single exception of the traffic in Salt, having thus been set free. By this commutation the people unquestionably gained a great advantage. Nor is the tax on Salt, though higher than formerly, so high as in the adjoining provinces; for the price of the Salt at the mines being two rupees the maund, and the mining expenses being estimated at two annas the maund, the net profit, representing the duty, is only one rupee, fourteen annas the maund, or two annas (equal to about 3 per cent.) below the rate of Customs levied on the Foreign Salt which supplies the North Western Provinces. It is, therefore, a question for consideration, whether, in order to equalise the tax in the Punjab and the North Western Provinces, the price of Salt at the mines in the former ought not to be raised to two rupees two annas a maund.

Relation borne by the cost of an adequate supply of Salt to the wages of labour.

1012. As regards the relation borne by the cost of an adequate supply of Salt to the wages of labour, taking the price, in the markets most distant from the mines, at the highest quotation, namely, one rupee for 25 lbs.,* the annual cost to a family of 5 persons, adults and children, consuming on the average 8lbs. of salt each, or in the aggregate 40lbs., would be about 1 rupee 10 annas; and, supposing such a family to earn between them only 3 rupees per mensem, or 36 rupees per annum, the cost, namely, 1 rupee 10 annas, of their annual supply of Salt, would amount to the twenty-second and a quarter part or 4½ per cent of their yearly earnings. This is a somewhat higher rate of pressure than has been obtained for the North West Provinces; but the case put is an extreme one in all its parts.

Relation borne by the licit consumption to the population.

1013. It has been seen that the quantity of Salt sold at the mines has greatly increased, and is progressively increasing; but the relation borne by the sales to the population cannot be fixed, because the number of the Punjab population supplied by the sales is not known, nor what proportion of the total quantity of Salt sold is consumed within the British limits of the Punjab. In the India House tables, already referred to, the total population of the British possessions in the Punjab is set down at 11,465,178 as shown below;† but of this number it is probable that, perhaps, the larger proportion of the Cis-Sutlej population, and a considerable proportion of the Jullundur Dooab, or Trans-Sutlej, population, consume Sambhur and other Salt crossing the North Western frontier Customs' line. The total quantity of Salt sold at the Cis-Indus and Kalabagh Mines in the latest year, 1853-54, was 9,75,267 maunds, which quantity, at an individual supply of 6 seers or 12lbs. per head, per annum, is sufficient for the consumption of 6,501,780 persons, and this number, being less by by 2,651,429‡ than the total population of the Punjab, exclusive of the Cis-Sutlej portion of it, is probably even below the population of that portion of the Punjab Proper, which lies between the Indus on the west, and the Sutlej and the Beas on the east, within which all other Salt than that of the mines above-mentioned, is contraband. But it has been shown that a considerable quantity of the Salt sold at the mines in question is exported across the Beas and the Sutlej into the Cis, and, more especially, into the Trans-Sutlej divisions of the Punjab, and it may be supposed that a small quantity finds its way into some of the Native States of the Punjab, containing, accord-

* See Report on the Punjab for the year 1849-50 and 1850-51, Paragraph 310.

† Punjab, inclusive of Jullundur Dooab and Koola Territory .. 9,153,209
Cis-Sutlej 2,311,969
Total .. 11,465,178

‡ 9,153,209
6,501,780
2,651,429

ing to the same India House tables, an aggregate population of 4,055,191, as shown below.*

The Salt Revenue apparently susceptible of much greater development.

1014. It thus seems certain that the sales, though increasing, are at present, in low proportion to the population which they may be supposed to supply, and that, under a continuance of efficient management, the Salt Revenue of the Punjab admits of much greater development than it has yet attained. It might be well, therefore, if inquiries were directed towards a more exact ascertainment of the relation borne by the sales to the population supplied by them, with a view if it proved as low as my estimates indicate, to the discovery and cure of the causes.

SECTION X.

RECAPITULATION.

Summary of the conclusions arrived at in the foregoing Sections.

1015. The following is a summary of the conclusions arrived at in the foregoing Sections of this part of the Report, relating to the Bengal Presidency.

BENGAL.

The re-opening of the eastern portion of the Agency of the Twenty-four Pergunnahs does not interfere with the Excise experiment in progress in the western portion.

1. The re-opening of the eastern portion of the Agency of the Twenty-four Pergunnahs does not operate as any interference with the Excise experiment now in progress in the western portion of the same District.

Under a system of private manufacture the supply of Salt would not be deranged.

2. Under a system of private manufacture, the supply of Salt in the interior of the country would not be deranged.

Nor would a few capitalists obtain a monopoly.

3. Under a system of private manufacture, a few capitalists would not obtain a monopoly of the supply.

Nor need there be more evasion of the tax.

4. Under a system of private manufacture, there need be no more evasion of the Tax by illicit manufacture and sale, than there is under the present system of Government manufacture.

Nor, under a regulated excise, need the preventive system be more expensive or more vexatious than at present.

5. The preventive system necessary under a *regulated* Excise need not be more expensive to Government, or more vexatious to the Molunghees, than the present plan of Government manufacture.

It is not practicable to render the manufacture and sale of Salt in Bengal absolutely free.

6. It is not practicable to establish any system under which the manufacture and sale of Salt in Bengal should be "absolutely free, subject only to such Excise or other duties as may now, or from time to time, be levied on such Salt so manufactured;" if, by this expression, it be meant that, subject to such duty, any person might make Salt, in any quantity, and at any time and place.

A system of modified excise is perfectly feasible.

7. A system of private manufacture, in particular places, under such restrictions and rules as may be necessary for the security of an Excise Revenue, but free so far as to be open to all speculators who satisfy the necessary conditions; which is what is understood by "a system of modified Excise, such as that of granting licences to private persons to manufacture Salt at stated localities," is perfectly feasible.

The Excise system commenced in the Twenty-four Pergunnahs should be extended gradually, as speculators become prepared to take the field.

8. The regulations and arrangements under which the manufacture and sale of Salt have been thrown open in the Twenty-four Pergunnahs should be extended gradually as private speculators become prepared to take up the field now occupied by Government. If the change be not introduced gradually, there will be a risk of the supply of Salt failing; but there is no reason why the Excise system should not be eventually extended so as, in course of time, to admit of

* Bahawulpoor ..	Cis-Sutlej ..	..	600,000
Golab Singh's Dominions,	Punjab ..	..	750,000
Hill States ..	Cis-Sutlej ..	..	631,020
Ditto ..	Trans-Sutlej ..	..	139,017
Sikh protected States	Cis-Sutlej ..	..	1,935,154
	Total ..		4,055,191

the Government withdrawing altogether from any direct interference with the manufacture.

9. When the Government stocks are replenished, private manufacture may safely be encouraged further, by gradually giving up to speculators portions of the best Salt Districts, such as Tumlook and Hidgellee. But, at the present moment, the Government have done all that can be done, without incurring the risk of a dearth of Salt.

At the present moment the Government have done all that can be done to encourage private manufacture without incurring the risk of a dearth of Salt.

10. A general revision of the Agency Establishments, with a view to increasing the pay of the native officers employed by the Government to superintend the manufacture, is a measure which should receive early consideration, as the manufacture on account of Government is likely to be continued for some time.

The Agency Establishments should be revised and the pay of the native officers employed in superintending the manufacture increased,

11. In Tumlook and the Province of Cuttack, the preventive Agency should be separated from, and made independent of, the Agency employed in the manufacture of Salt on account of Government, and the whole preventive force in those tracts should be placed under the authority of the Comptroller of Salt Chowkeys, in accordance with the system which prevails in all the other Salt-producing localities.

In Tumlook and the Province of Cuttack the preventive Agency should be separated from the manufacturing Agency, as elsewhere.

12. As a general rule, the preventive Agency should be concentrated in the neighbourhood of actual Government manufacture, and distributed more sparsely over those parts of the country were manufacture is not authorized. The River Hoogly and the channels of the Sunderbuns require to be closely watched. On the other hand, in the Delta of the Ganges, and especially in the District of Backergunge, the guarded tract might be still further limited by the abandonment of some of the northern chowkeys most distant from the sea.

The preventive force should be concentrated in greater strength in the neighbourhood of the Government manufacture, and the guarded tract might be still further limited.

13. The practice of examining and endorsing Rowannahs, protecting the cargoes of boats carrying Duty-paid Salt by the principal river routes, might be entirely abandoned.

The practice of endorsing Rowannahs might be entirely abandoned.

14. The pay of the subordinate officers of the Preventive Establishment is generally on too low a scale, and should be raised. The saving consequent upon the greater concentration of the force, and the further limitation of the guarded tract, might afford the means of increasing the emoluments of these officers without any additional charge to the State.

The pay of the subordinate officers of the Preventive Establishment should be raised.

15. Under the proposed system of Excise, it is probable that no considerable change will be found practicable in the strength and distribution of the existing preventive force.

Under the proposed system of Excise probably no great change will be practicable in the preventive arrangements.

16. With respect to sales from Government depôts, at reduced prices, in certain localities, the conclusion arrived at, on the whole, is that it would be proper, practicable, and profitable, to abandon the system of retail sales in Bengal, and of local sales at low prices, in addition to retail sales, in Orissa, at once.

The system of retail and local sales, at reduced prices, should be abandoned at once.

17. The wholesale prices of Government Salt are adjusted with as much accuracy as the nature of the case admits of, and it seems certain that the tendency of the adjustments is to include in the cost price every item that can with reason be classed in that category, so as to obviate any imputation of unfairness as towards the importer of Salt from abroad, or the producer of Salt under Excise.

The wholesale prices of Government Salt are adjusted with as much accuracy as is possible.

18. There is a clear necessity for modifying the principle laid down for observance, in accordance with the recommendation of the Select Committee of 1836, in the pricing of Government Salt; and in order to meet this necessity, there seems to be no objection, either in principle or practice, to fix one general price for all kinds of Salt hereafter conveyed for sale to the Sulkea depôt, whether it be brought from any one of the Cuttack Agencies, from Tumlook, from Hidgellee, or elsewhere. The intense avidity with which the cheap Salt is bought up as soon as advertised, proves the desirableness of some such measure as this. The difference of quality in the different descriptions is small, compared with the difference of price, and it so happens that, under the present system, what difference there is, is in favour of the cheapest Salt.

One general price should be fixed for all kinds of Salt conveyed for sale to the Sulkea depôt.

The present bonding rules give full satisfaction.

19. The Rules for bonding Salt, as they now stand, are believed to give complete satisfaction.

The treatment and condition of the Molunghees are open to no objection.

20. There is nothing on record to indicate, or the slightest reason to suppose, that the Molunghees are subject to the least degree of coercion, or that their condition is in any respect worse than that of any class of labourers in Bengal.

Nor, under the proposed system of Excise, do the Molunghees need to be specially protected.

21. Under the proposed system of Excise, no special regulations for the protection of the interests of the Molunghees are needed.

The laws for the protection of the Salt Revenue do not operate with undue severity.

22. The laws for the protection of the Salt Revenue, in the Lower Provinces of the Bengal Presidency, are not considered to operate unjustly, or with undue severity, upon any class.

The Salt Tax is the only tax which labourers in India are obliged to pay.

23. The Salt Tax is the only tax, direct or indirect, of any description, which labourers, and other poor people, in India are *obliged* to pay.

Salt is not the only condiment an Indian labourer consumes with his food.

24. The argument that Salt is the only condiment an Indian labourer consumes with his food, which is of such a nature that without Salt it would be intolerably insipid, is a mistake of fact.

The Indian labourer lives under a less burdensome fiscal system than the English labourer.

25. The Indian labourer, when the facts of his case are ascertained, is found to be much more fortunate in the fiscal system under which he lives than the English labourer.

No less objectionable tax than the Salt Tax can be pointed out.

26. The whole of the evidence on both sides of the question of monopoly goes to this, that it is impossible to point out any equally productive source of Revenue, in India, less objectionable, all things considered, than a moderate Salt Tax.

The Salt Tax, even at its present high rate in Bengal, is not "a heavy and grievous burden" to the labouring man.

27. The Salt Tax, even at its present high rate in Bengal, is not, all things considered, "a heavy and grievous burthen" to the labouring man, or to any one else, living under the protection of the British Government.

At the same time the tax is positively too high.

28. At the same time, the tax is positively too high, even at its present reduced rate, and apart from financial considerations, it is very desirable that further reductions of duty should be made.

The tax should be reduced eight annas per maund, if at all.

29. If any reduction be made, it should be a reduction of eight annas per maund at one leap.

The Select Committee of 1836 did not intend to recommend that the Salt Revenue should be kept down to a fixed amount.

30. The recommendation of the Select Committee of 1836, "that the duty to be imposed shall be fixed at the lowest rate consistent with the maintenance of the Revenue, and not exceeding the average rate of the net profit of the Company's monopoly for the last ten years," was not intended to convey that the average aggregate amount of Revenue from the Salt Tax for past years should not be exceeded in future years; but, rather, that the rate of duty should be fixed on the maund of Salt, according to the average net profit derived during the past ten years from every maund consumed.

The rate of duty should be reduced at once to rupees 2 per maund, if the finances can bear the loss which the measure would cause for several years to come.

31. If the finances are considered capable of bearing the loss which the measure would cause for several years to come, the rate of duty ought to be reduced at once from its present amount of rupees 2 : 8 per maund to the rate which prevails in the North-West Provinces, namely, rupees 2 per maund, the Differential Duty of 8 annas per maund, now levied on the Allahabad line of those Provinces, for the protection of the Bengal Revenue, being, of course, discontinued at the same time, and the line abolished.

In time the rate of duty might be reduced throughout the Bengal Presidency and the Punjab to rupees 1 : 8 per maund.

32. In course of time, the rate of duty might be further reduced, throughout the Bengal Presidency and the Punjab, to rupees 1 : 8 per maund, or double the Excise Rate prevailing in the Bombay, and proposed for the Madras, Presidency, without ultimate injury to the Revenue.

ARRACAN.

The extension of the Salt Tax to Arracan not expedient at present.

33. The extension of the Salt Tax to Arracan does not appear necessary or expedient at present.

The private exportation of Salt from Arracan to

34. The prohibition to export Salt from Arracan to Chittagong

and the Eastern Districts of Bengal, except from a Government Depôt, should be strictly maintained.

the eastern districts of Bengal should not be allowed except from a Government depôt.

35. In like manner, the exportation of Salt from Arracan to Calcutta, by way of the Soondurbuns, should continue to be strictly prohibited.

Nor to Calcutta, by way of the Soonderbuns.

36. But private parties should be allowed to ship Salt for transport to Calcutta, by the sea route, in any part of the province, in vessels of any tonnage, without let or hinderance, the duty on such Salt being levied in Calcutta, as in the case of all other imported Salt.

But private exportation to Calcutta, by the sea route, should be freely permitted.

TENASSERIM AND MARTABAN PROVINCES.

37. The Salt Tax ought not, while it is levied elsewhere in India, to be relinquished in the Tenasserim and Martaban Provinces; but attention should rather be turned to the improvement of the Revenue from Salt upon the present simple system of excising the manufacture.

The Salt Tax should not be relinquished in these provinces.

38. The rate of Excise should be raised to that which now prevails in the adjoining province of Pegu, namely eight annas per earthen pot.

The rate of Excise should be raised to eight annas per earthen pot.

39. A drawback of the Excise Duty should be allowed on Salt exported by sea, and Foreign Salt should be admitted on payment of a Customs' Duty equal to the Excise Duty.

On export by sea, a drawback should be allowed. On import, Customs should be levied at the Excise rate.

PEGU.

40. In Pegu, a drawback of the Excise Duty should be allowed on Salt exported by sea.

In Pegu a drawback should be allowed on Salt exported by sea.

41. No Customs' Duty should be levied on the exportation of Salt by land; consequently the duty of one rupee the 100 viss, or $4\frac{1}{2}$ maunds, now taken on Salt exported across the frontier, which is nearly five times higher than the Excise Duty of eight annas per pot, should be relinquished.

No Customs' Duty should be levied on the exportation of Salt by land.

42. The Customs' Duty of six annas per maund, now levied on imported Salt, should be reduced to the Excise rate per maund, which, at eight annas per pot, amounts to only nine pies, or three-fourths of an anna per maund.

The Customs' Duty on imported Salt should be reduced to the Excise rate.

NORTH WEST PROVINCES.

43. It seems questionable whether the provisions of Section 3, Act XIV, of 1843, can be taken to convey any power to the Lieutenant-Governor of the North West Provinces in respect of the Saugor and Nerbudda territories; and, also, whether those provisions empower the Lieutenant-Governor, in any case, to impose any other rate of duty on Salt imported into the North West Provinces than two rupees a maund. If these objections be well founded, so much of the Lieutenant-Governor's Notification of the 9th of May, 1855, as affects the Saugor and Nerbudda territories, wants authority.

The Lieutenant Governor's Notification of the 9th of May, 1855, in so far as it affects the Saugor and Nerbudda territories, appears to want authority.

44. The cost of an adequate supply of Salt cannot be regarded as burdensome to the labourer in the North Western Provinces. Much less can it be said that an adequate supply of good wholesome Salt is beyond his reach.

The Salt Tax in the North West Provinces is not burdensome to the labouring man.

45. It is calculated that not half the quantity of Salt consumed in the North Western Provinces is brought under contribution; consequently that not half the Revenue is collected that ought to be collected.

Not half of the Salt consumed pays the tax.

46. The Customs' line on the eastern frontier of Oude should be abolished, and Acts XIV of 1843, and XXXVI of 1855, should be extended to that territory.

The Salt Laws of the North West Provinces should be extended to Oude.

47. Under the combined operation of the advanced and extended Customs' line on the western frontier, the annexation of the Oude territory, and the increased powers lately conferred by the Legislature for the suppression of illicit manufacture, a very marked improvement should now take place in the Salt Revenue of the North West Provinces.

A very marked improvement should now take place in the collections from Salt in the North West Provinces.

48. Whenever the increased collections on Salt reach the aggregate amount of the remaining collections on Sugar and Cotton, the Customs on those articles should be altogether abolished, and

Eventually the Customs on Sugar and Cotton should be abolished.

a duty levied on Salt alone throughout the North West Provinces.

The abolition of the Allahabad Customs' line depends upon the reduction of the Bengal duty to rupees 2 per maund.

49. The Customs' line maintained at Allahabad, to secure the Differential Duty on Bengal Salt be reduced, as recommended, to rupees 2 per maund.

The saving by the abolition of the Allahabad line might be expended in strengthening the new line on the Western Frontier.

50. If the Allahabad line be abolished, the saving might advantageously be expended in strengthening the new line on the western frontier, if that line has not already been placed on the same footing as the line above the junction of the Jumna and the Sinde, of which it is the continuation.

PUNJAB.

No better system could be established in the Punjab.

51. In the Punjab, no simpler or less objectionable mode of raising a Revenue from Salt could be established than the existing system of confining the first transactions in the article exclusively to the mouth of the mines.

Nothing would be gained by allowing private manufacture.

52. Nothing would be gained by allowing private manufacture under Excise Licences, in addition to sale from the Government Mines, at all commensurate with the additional expense and inquisition which that measure would render necessary.

It is a question whether the price of Salt at the mines should not be raised to rupees 2 : 2 per maund.

53. It is a question for consideration whether, in order to equalise the tax in the Punjab and the North Western Provinces, the price of Salt at the mines in the former ought not to be raised to 2 rupees 2 annas a maund.

The Salt Tax does not press severely on the labouring man.

54. The pressure of the Salt-tax on the labourer in the Punjab is about the same as in the North Western Provinces, and cannot be regarded as severe.

The sales, at present, are in low proportion to the population.

55. Though the sales of Salt in the Punjab are increasing, they are, at present, in low proportion to the population, and the Salt revenue admits of much greater development than it has yet attained.

The causes of this disproportion should be investigated and cured.

56. Inquiries should therefore be directed towards a more exact ascertainment of the relation borne by the sales to the population, with a view, if it proved as low as the estimates indicate, to the discovery and cure of the causes.

SECTION XI.

CONCLUDING OBSERVATIONS.

The completion of the Report delayed by the ill-health of the Commissioner.

1016. In forwarding the Bombay Part of the Salt Report, and its Appendix, together with the Maps and Plans of the entire Report, twelve in number, to the Government of India, on the 3rd of November last, I fully expected to be able to dispatch the Madras Part, and its Appendix, in time for its transmission to England, from Calcutta, by the first mail in December, and the last instalment, consisting of the Bengal Part and its Appendix, to Bombay, in time for its transmission from thence to England by the first steamer in January. The Bombay Part and its Appendix, together with all the Maps and Plans, were dispatched from Calcutta by the second mail in November, the first Section of the Madras Part, together with the entire Appendix of that Part, by the first mail in December; and the Bengal Appendix, complete, by the second mail in that month; but I was prevented by failing health from completing the remainder of the Madras and Bengal Parts, so as to dispatch it to Bombay in time for its transmission to England from thence by the first mail in January; and, from the same cause, I was afterwards able to make only very slow progress with that remainder. I, therefore, thought it better in my then state of health, and as the Report was urgently called for by the Home Authorities,

to dispatch the concluding portion, in some shape, by the next mail from Bombay, rather than incur any further delay.

For the same reason the Report was temporarily closed on the 30th of January last.

1017. With this view, I closed the Report on the 30th of January last, temporarily, from the point to which it had been transcribed, with the expression of my naked opinions on the remaining essential questions, leaving its more elaborate completion, upon the plan of the preceding portion, to be supplied afterwards, as quickly as the state of my health might permit. The remainder of the Report closed in this temporary form, was forwarded to the Home Authorities by the mail from Bombay of the 2nd of February last.

But has now been finally completed in full execution of the original design.

1018. For some time, my health continued so weak as entirely to incapacitate me from resuming the Salt Report in addition to the performance of my other laborious duties. But the Report has now been finally completed, in faithful execution of the original design described in the introductory portion. The small remainder of the second Section of the Madras Part was forwarded to England by the mail from Bombay of the 28th of April; the remaining three Sections of the Madras Part, and the four first Sections of the Bengal Part, were transmitted by the following mail of the 12th of May; and the remaining seven Sections of the Bengal Part, completing the Report, will be forwarded by the next mail of the 28th instant. A duplicate copy of the Report and Appendices has also been transmitted to Calcutta, on various dates, of all but the last four Sections of the Bengal Part of the Report, which are now about to be dispatched.

The only deviation from the original design explained.

1019. The only deviation from the original design has been this; that questions common to all the Presidencies, such, for instance, as the rate of duty, have not been considered separately, as imperial questions, as I at first proposed, but under each Presidency; because it was found more convenient, on the whole, to treat them in that manner.

For a year past the Salt Commissioner has performed the duties of Commissioner of the Province of Nagpore, in addition to the business of the Salt Commission.

1020. In estimating the time occupied by the Commission, I beg that it may be considered that, besides that my health began to fail me in the early part of December, I have, for a year past, performed the duties of Commissioner of the Province of Nagpore in addition to the business of the Salt Commission. On the 25th of May last year, I was ordered to proceed without delay to Nagpore, and to take the Salt papers with me. A week was occupied in bringing these papers and the Report into such a state as would admit of my dispensing with as many as possible of the former; three days in other preparations; and on the 19th of June, after a rapid journey of 900 miles in the hottest season, I assumed charge of the Commissionership of Nagpore from my *locum tenens* Captain Elliott, whose health had completely broken down under the pressure of the duties of that office.

The time occupied in travelling.

1021. From the 19th of February, 1854, the date on which I left Calcutta for Bombay and may be said to have entered upon my Commission, to the 3rd of June, I was occupied in visiting the Presidencies of Bombay and Madras, and from that date to the 1st of July in visiting the Tumlook and Hidgellee Salt Agencies, and some of the manufacturing localities of those Agencies. In this interval I could, of course, do no more, besides making some personal inquiries and local observations, than inspect the records of the two Presidencies above mentioned, and indicate the information and the papers I required. The Madras papers followed me to Calcutta, and were not finally received until the beginning of July. Some of the Bombay papers I brought with me, but a very large and material portion of them did not reach me, notwithstanding repeated requisitions, until the middle of October. This, I have reason to believe, was owing to the illness of the Chief Secretary, Mr. Goldsmid, who shortly afterwards died.

The time occupied in digesting and collecting materials.

1022. On my return to Calcutta from Hidgellee on the 1st of July, the whole of the Bombay and Madras papers had still to be digested, all the previous time having been occupied in travelling and in collecting them; and the Bengal papers had still to be sought out and collected. While I was in Calcutta I was incessantly occupied

from morning till evening, and generally for a part of the night, in digesting the materials collected, in collecting further materials, and in making considerable progress in the preparation of the Report and the Appendices. After my arrival at Nagpore, by dint of labouring daily from morning till evening and for many hours of the night, until my health failed me and obliged me to relax for a time and in a measure, I managed to make constant progress in the Salt Report, and have now completed it, simultaneously with the discharge of my heavy duties as Commissioner of a new province. I do not state these facts for the purpose of vaunting my own labours; very far from it; but in order that it may not be supposed that I have been loitering over the Salt Report, when I have, in fact, during half the period of my commission, been performing, by extraordinary exertions, the duties of two offices, namely, those of the Commissionership of a new province, which were alone sufficient to tax all my energies and my whole time always during ordinary hours, and often beyond them, and those of the Salt Commission, which still required for their proper completion, some six months of continuous application and keen mental exertion.

The scope of the Report.

1023. The Report embraces the whole subject of the supply of Salt for every part of British India, and is fitted to be a text book for future reference on the whole subject. The Bombay Part contains a complete history of the Salt Revenue system of that Presidency from the earliest discussion and legislation to the latest. There is no material paper from 1816 to 1854 that has not been consulted and condensed, and no material part of the system that has not been carefully investigated and discussed. The same may be said of the Madras Part, but in this case the records were consulted from 1795. The Bengal Part is equally complete, and involved scarcely less research of the records. No adequate notion can be formed from the Report, in its finished state, of the difficulties experienced in tracing out the sources of information, of the mass of official and unofficial papers consulted, and of the intricate labour of picking out and condensing from the reserved portion of the official mass all the information on the same point promiscuously scattered through every part of it.

The scope of the Appendix.

1024. The Appendix contains a great deal of original matter, such as the notes on the agencies, the Narainpore and Goordah English Works and the preventive and retail systems, not less difficult of preparation than the Report itself, besides summaries of correspondence and many figured statements. It comprises also a mass of information, evidence and opinions, on all points, and on all sides, drawn from every source, from the earliest period to the latest, and classified, as far as it was possible to classify them.

The scope of the Maps and the extent of the mechanical work which devolved on the Commissioner.

1025. The compilation of the maps occupied much of my personal attention; there is no topographical item of Salt information for all India which they do not illustrate. The labour of compiling even the figured statements devolved, chiefly, on myself personally; so also the calculations; and all the accessories of abstracting and indexing the paragraphs, with whatever else was necessary to fit the Report and the Appendices, in every particular for the press. The nature of the Commission was such that I could derive, comparatively, but scanty aid from any subordinate assistance, except in the mere matter of copying, and such like clerical work.

The time occupied by the Madras Public Works and the Post-office Commissions.

1026. The first Report of the Madras Public Works Commission occupied three stationary Commissioners two years uninterruptedly. The Post Office Commission occupied three Commissioners, one for each Presidency, for 14 months and a half. In the Salt Commission I have been alone. I had, of course, no knowledge whatever of the subject in the Presidencies of Bombay and Madras (nor had any one else in Bengal) and had, for the most part, as regards those Presidencies, to trace out even the sources of information. In Bengal, I had never been employed in the Salt Revenue Department; consequently, though I had some general acquaintance with the subject there, I possessed no really serviceable knowledge of it, even in respect of that Presidency.

The subject itself was of greater magnitude than the Post Office question, and having undergone much more discussion, necessitated much more research and reading than the inquiry on that question. The bulk of the Salt Report is also, as well as I can judge in comparing manuscript with print, twice, if not thrice, the bulk of the Post Office Report and the Appendices of the former exceed in bulk the Appendices of the latter in the same proportion. These comparisons are made for no other purpose than to show that, all things considered, the time occupied by the Salt Commission has not been excessive. It should be remembered also, that the Report, including its Appendices, has been placed gradually in the hands of the printer since November last, and will be published almost simultaneously with its completion.

Possibly the Commission may have been executed on a more comprehensive scale than was required.

1027. Possibly, I may have conducted my inquiries, and framed my Report on a more comprehensive scale than was required. If so, I trust that the gratuitous labour I have undergone, from a desire to dispose of the subject once for all, will be deemed a sufficient penalty, and the completeness of the work a sufficient compensation, for the mistake.

Acknowledgment of assistance afforded.

1028. In conclusion, I beg to express my obligations to Mr. H. Young, then Commissioner of Customs, Salt, and Opium, now Chief Secretary to Government, for the assistance afforded me at Bombay; and to Sir H. Montgomery, then Chief Secretary to Government, now a Member of Council; Mr. W. H. Bayley, then Secretary to the Board of Revenue, now a Member of that Board, and Mr. J. D. Sim, Deputy Secretary to Government, for the assistance afforded me at Madras.

I have the honour to be,
Sir,
Your most obedient Servant,
GEO. PLOWDEN,
Commissioner of Inquiry on Salt.

Nagpore, May 24, 1856.

the
Secretary to the Government of India.

APPENDIX

TO THE

REPORT OF THE COMMISSIONER

APPOINTED TO INQUIRE INTO AND REPORT

UPON THE

MANUFACTURE AND SALE OF, AND TAX UPON

SALT,

IN BRITISH INDIA;

AND MORE ESPECIALLY UPON THE PRACTICABILITY OF SUBSTITUTING FOR PRESENT ARRANGEMENTS, A SYSTEM OF EXCISE IN THE PRESIDENCIES OF BENGAL AND MADRAS.

Presented to both Houses of Parliament by command of Her Majesty.
1856.

LONDON:
PRINTED BY HARRISON AND SONS.

2084 II

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PART I.

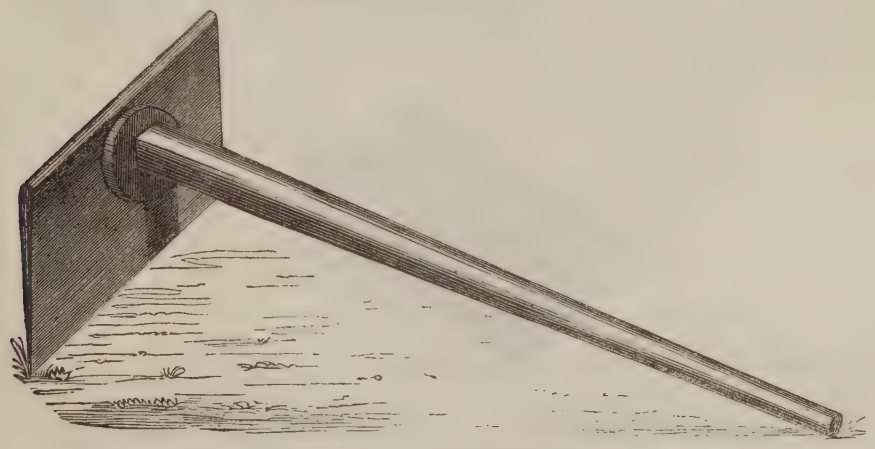
BOMBAY.

APPENDIX A.

LIST of the IMPLEMENTS used in the Manufacture and Delivery of Salt, in the Presidency of Bombay, with Drawings of the same.

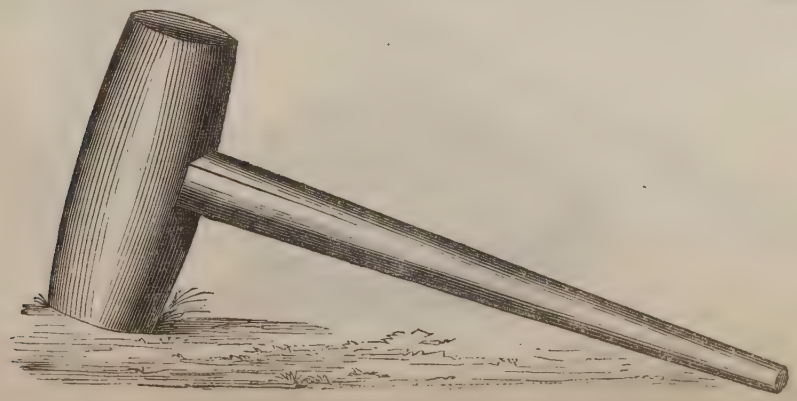
1

Newla, or *Wooden Scraper*, made of hard and durable wood, "Bibul," 25 inches long, 12 inches broad, and 1¼ inch thick, attached to a solid Bamboo stick, 10 feet and 9 inches long, which forms a handle. Used for scraping the salt from the beds, and laying it on the ridges thereof to drain.



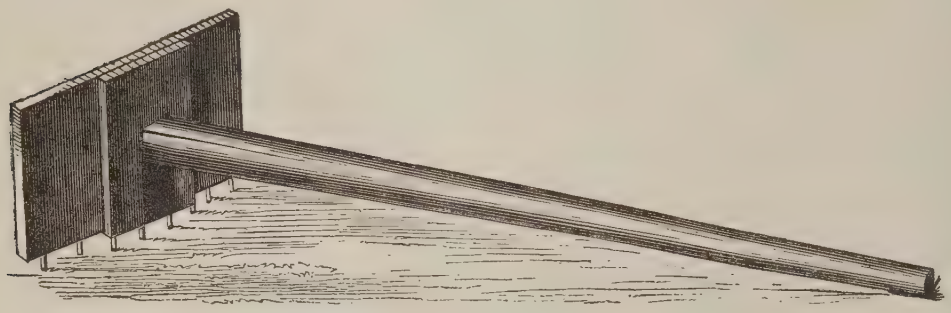
2

Ghoatla, or *Wooden Roller*, made of hard and heavy wood, "Eyne," 24 inches long and 4 inches in diameter, attached to a solid Bamboo, 8 feet and 3 inches long, which forms a handle. Used for smoothing the bottom of the pans, and in rubbing in the first imperfect crop of salt, whereby the cracks in the beds are closed up, and their surface rendered even and impervious.



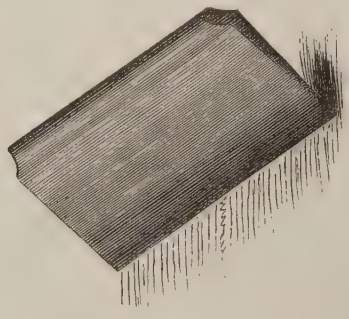
3

Zince, or *Wooden Harrow*, with iron teeth, made of hard and durable wood, "Bibul," 13 inches long, 4 inches broad, and 1 inch thick, attached to a solid Bamboo, 8 feet and 3 inches long, which forms a handle. Used for raking the salt from the pans.



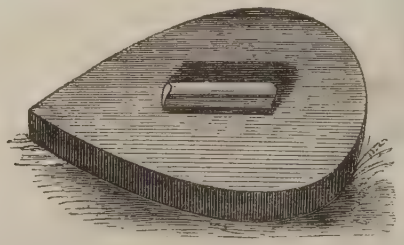
4

Bhurtey, or *Wooden Slab*, made of light teak wood, 12 inches long, $5\frac{1}{2}$ inches broad. Used as a shovel in filling the salt into the baskets when removing it from the ridges to be heaped up; as also when delivering out salt from the heaps to purchasers.



5

Thoaptee, made of light teak wood, 10 inches long, $6\frac{1}{4}$ inches in breadth furthermost, and $2\frac{1}{2}$ inches thick. Used like a bricklayer's trowel in smoothing salt when being piled up in heaps with the view of compressing it, as also giving the heap a conical shape.

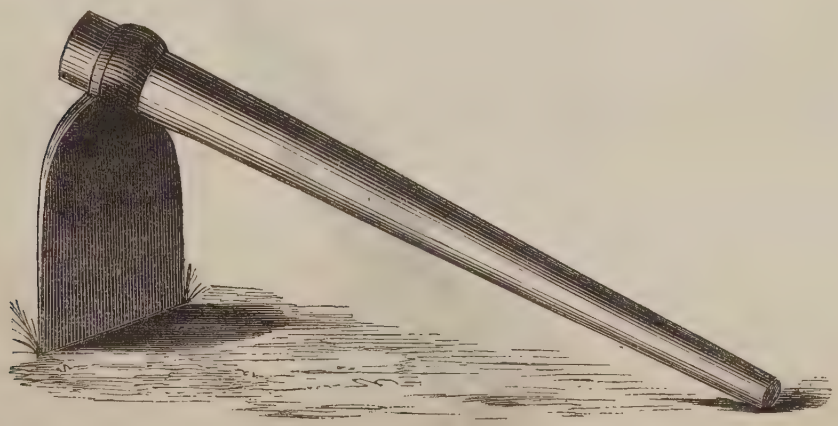


6

Pagare, or *Wooden Ladder*, made of very light wood, "Paringa" or "Sawyer," 12 feet long, 1 foot broad, and 6 inches thick. Used as a ladder on the occasion of piling up large heaps of salt, so as to enable the manufacturers to get to the top with baskets load of salt on their heads.

7

Powda, or *Spade*, made of steel, with a handle of "Bibul" wood; the blade 9 inches long, 8 inches broad, and $\frac{1}{4}$ inch thick, the handle 6 inches in circumference, and 24 inches long. Used in scraping off accumulated earth from the salt beds, and channels, and for collecting mud for stopping holes in embankments, &c.



8.

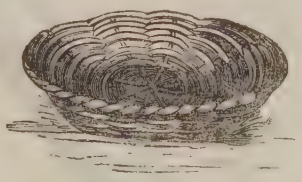
Koodal, or *Hoe*, made of steel, with teakwood handle. The blade 7 inches long, 4 inches thick at the stem, and the handle 6 inches in circumference, and 30 inches long. Used in digging the channels and brine pits, breaking the heaps of salt when required to be measured for delivery, and in cutting out channels for the outlet of the rain water that accumulates around the salt heaps.

9.

Pensa, or *Wooden Chisel*, made of durable brab-tree wood, 38 inches long, 3 inches broad at the lower end of the blade, and tapering to 2 inches. Used in cutting out mud for the construction and repair of mudbanks.

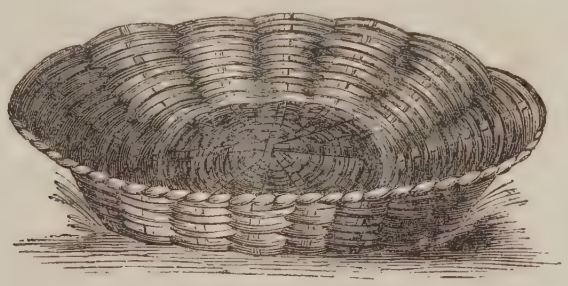
10.

Toaplee, or *Small Round Basket*, made of Bamboos, capable of holding $\frac{1}{3}$ Indian maund of salt, diameter 19 inches, and depth 6 inches. Used in removing from the beds earth which may have accumulated therein after the Monsoon, also in removing salt from the ridges to the upper embankments when piling it in heaps, and filling the measure with salt from these heaps at the time of delivery.



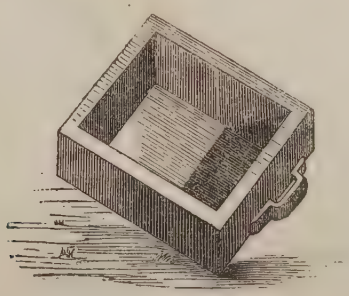
11.

Toapla, or *Large Round Basket*, made of Bamboos, capable of holding 1 Indian maund of salt; diameter 26 inches, and depth 7 inches. Used for the same purposes as the foregoing, and also in removing salt after measurement to boats or carts.



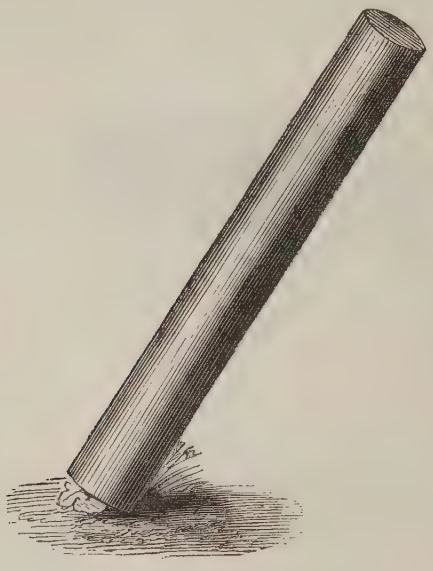
12.

Phurrah, wooden measure, of capacity equivalent to 1 Indian maund, made of light, durable, teak wood, with handles, the upper edges being secured from wear by iron plates, 19 inches long, 19 inches broad, and $8\frac{1}{10}$ inches deep, cubic contents equal to $2{,}924\frac{1}{10}$ inches. Used in measuring salt. For this purpose it is placed close to the salt heaps, and after it is filled up with salt by baskets and struck off with the roller, (Implement No. 13) it is raised by the hands, and its contents tossed out.



13.

Danda, or *Wooden Roller*, made of light durable teakwood, 31¼ inches long and 2 inches in diameter. Used in striking salt to a level in the wooden measure (Implement No. 12) at the time of measurement.



GEO. PLOWDEN,
Commissioner.

APPENDIX B.

TABLE of the several SALT WORKS in the Presidency of Bombay, showing their Number, Situation, Produce, and other particulars.

GUZERAT.

Talookas, or Territorial Divisions.	Distance of Head Native Officer's Station in a direct line from Bombay.		Suzas, or Groups of Salt Works.	Distance of each Suza from the Head Native Officer's cutcherry.	Number of Agurs or distinct sets of Pans composing each Suza or Group.	Produce of each Suza on an average of three years.	Produce of each Talooka.	Produce of each Province.
	Distance.	Direction.						
	Miles.			Miles.		Ind. Mds.	Ind. Mds.	Ind. Mds.
Cambay	228	N.	Cambay	¼	1	66,242	66,242	
Jumbooser ..	212	N.	Dolia	Nil.	1	62,857		
			Malpoor	10	1	202		
			Nadda	10	1	1,760		
							64,819	
Ahmode	207	N.	Gundhar	½	1	2,734		
			Moolair	3	1	23,168		
							25,902	
Broach	190	N.	Kurodra	½	1	8,428		
							8,428	
Dhundooka ..	239	N. by W.	Dhundooka	Salt	Pits.	4,069		
							4,069	
Gogo	188	N. by W.	Gogo	1½	1	7,977		
							7,977	
Hansote	174	N.	Kutpoor	½	1	82,453		
							82,453	
Oolpar	162	N.	Koondiana	Nil.	1	24,050		
							24,050	
Chorasee	150	N.	Boodia	Nil.	1	39,384		
			Omertulungpoor ..	6	1	41,592		
							80,976	
Bullesur	145	N.	Jceao	Nil.	1	71,346		
							71,346	
Murrolee	137	N.	Bhatta	Nil.	1	93,778		
							93,778	
Gundavie	127	N.	Mussa	Nil.	1	6,727		
							6,727	
Parchole	124	N.	Punar	Nil.	1	41,671		
			Chunnara	1	1	13,726		
			Chichgaum	6	1	9,977		
							65,374	
Bulsar	113	N. by E.	Dhurasna	⅓	1	29,285		
			Churwada	Nil.	1	40,117		
							69,402	
Parnera	109	N. by E.	Mugode	Nil.	1	45,591		
							45,591	
Bugwara	101	N. by E.	Pulsana	Nil.	1	13,313		
							13,313	
								7,30,447

NORTH KONKUN.

Oomergaum ..	85	N.	Funsay	8	4	40,085		
			Lunjan	3	1	4,889		
			Murrolee	6	1	4,065		
							49,039	
Tarrapoor ..	60	N. by W.	Kulowlee	7	1	16,763		
							16,763	
Bassein	27	N.	Anchowlay	4	4	15,350		
			Manickpoor	3	6	41,687		
			Joochundra	3	9	95,839		
			Rajowlee	4	2	34,263		
			Susoonowgur	4	1	11,262		
			Panjoo	1	3	47,219		
							2,45,620	
Gorebunder ..	23	N.	Bhyendur	2	10	90,089		
			Moorday	1	8	1,12,448		
			Morway	½	10	92,324		
			Ootun	3	7	77,330		
			Malownee	6	5	11,229		
			Goregaum	10	1	22,750		
							4,06,170	
			Carried over ..	..	..	..		

Talookas, or Territorial Divisions.	Distance of Head Native Officer's Station in a direct line from Bombay. Distance.	Direction.	Suzas, or Groups of Salt Works.	Distance of each Suza from the Head Native Officer's cutcherry.	Number of Agurs or distinct sets of Pans composing each Suza or Group.	Produce of each Suza on an average of three years.	Produce of each Talooka.	Produce of each Province.
	Miles.			Miles.		Ind. Mds.	Ind. Mds.	Ind. Mds.
			Brought forward ..	..	..	..		
Panwell	20	E. by N.	Panwell	½	16	21,120		
			Muzrékhanda ..	½	13	8,665		
			Jocekamotay ..	1	8	7,902		
			Nanday	3	1	748		
			Jocekulboosray ..	8	2	50,897		
			Peerkone	7	1	21,673		
							1,11,005	
Bellapoor	14	E. by N.	Kuravay	2	4	41,029		
			Nerool	1	3	59,635		
			Sarsolay	1	4	32,348		
			Sherownay Toorbay ..	2	2	9,445		
			Bellapoor	½	2	8,323		
			Wagewlee	1	1	9,075		
							1,59,855	
Trombay	9	E. N. E.	Trombay	½	8	1,33,911		
			Dewnar	2	4	67,895		
			Coorla	4	1	8,358		
			Keveny	4½	1	8,558		
			Mahool	4	6	65,950		
			Ghat Kooper ..	4	1	22,296		
			Bhandoop	7	1	34,255		
							3,41,223	
Island of Bombay	9	E. N. E.	Sion	1¼	3	99,348		
			Matoonga	1	1	92,468		
			Shaik Misree ..	1	2	92,926		
			Pagumbry	¾	4	59,268		
			Sulemanshale ..	¾	2	50,060		
			Wuddala	¾	3	88,592		
			Dadkhoodie	½	4	78,959		
			Sewry	2 pans ¼ 1 Do. 1½	3	72,410	6,34,031	
								19,63,706

SOUTH KONKUN.

Caranja	9	E. by S.	Bokerverah	1	5	60,262		
			Moosghat	1½	6	57,378		
			Dhabjichekharut ..	1	9	49,792		
			Chewry	1	6	68,061		
			Podeh	1	3	63,921		
			Gumtee	2	6	39,559		
			Kantékhar	2	6	22,298		
			Bhar	2	5	23,406		
			Sonaree	1	6	51,174		
			Koondékhar	3	6	43,518		
			Sonkhar	3	6	53,314		
			Baracha	3	7	35,223		
			Shevéh	3	4	60,082		
			Jugdee	3½	10	61,884		
			Naveh	3¼	2	6,473		
			Sutotun	2	6	35,220		
			Jerowlee	3	2	33,019		
							7,64,584	
Alibang	20	S.	Alibang	1	10	19,689		
			Vursoly	2	5	7,783		
			Oonderee	4	1	116		
			Chaool	6	3	2,611		
			Thull	3	2	2,202		
							32,401	
Poenar	21	S. S. E.	Shabaz	3	1	23,781		
			Heeragur	2	2	44,511		
							68,292	
Penn	23	S. E.	Oomberday	¼	4	50,154		
			Sambree	2	3	66,248		
			Shelotur	1	2	25,663		
			Heeragur	1½	4	43,050		
			Motee	1	5	43,028		
			Sonagur	2½	4	37,478		
			Chickly	3	4	75,621		
			Crustanagur ..	3	6	28,534		
							3,69,776	
Rajpoorie	37	S. by E.	Rohé Ushtmee ..	2½	7	9,792		
							9,792	
Rutnagherry ..	137	S.	Bhatti Miray ..	2	15	6,611		
			Wara Mira	3	5	3,740		
			Wara Bhusnee ..	6	1	832		
			Zadgaum	½	1	557		
			Gauday Goolay ..	10	2	910		
							12,650	
			Carried over ..	..	..	..		

Talookas, or Territorial Divisions.	Distance of Head Native Officer's Station in a direct line from Bombay. Distance.	Direction.	Suzas, or Groups of Salt Works.	Distance of each Suza from the Head Native Officer's cutcherry.	Number of Agurs or distinct sets of Pans composing each Suza or Group.	Produce of each Suza on an average of three years.	Produce of each Talooka.	Produce of each Province.
	Miles.			Miles.		Ind. Mds.	Ind. Mds.	Ind. Mds.
			Brought forward ..	..	..	..		
Viziadroog ..	168	S.	Boodia Chickley ..	9	17	4,862		
			Waria Nujick ..	9¼	19	3,124		
			Kotewud	11	1	1,143		
			Adwun Veluck ..	11	3	2,647		
			Unjuneshwur ..	10	10	832		
			Mitgaonay	8	11	703		
							13,311	
Malwan	202	S.	Succoo Ramchundra..	2	14	24,005		
			Chrustum Bhut ..	2¼	9	9,581		
			Arjoon Nargaoday ..	2	9	10,251		
			Kandulgaum.. ..	3	7	15,052		
			Jiwajee Visram ..	20	9	16,159		
			Gunnesh Wittul ..	22	11	15,008		
			Khandunbaug ..	21	2	8,806		
			Ramdass	15	8	16,002		
			Kochra	7	2	3,897		
			Auchray	9	5	4,828		
			Mitbow	16	8	4,637		
							1,28,226	
								13,99,032

RUNN WORKS, or SALT PITS.

Patree	296	N. by W.	Patree	7	1	1,86,771		
			Oroo	9	1	1,95,088		
							3,81,859	
Jinjoowara ..	307	N. by W.	Jinjoowara	3	1	46,462		
			Futtehpoor	8	1	61,106		
							1,07,568	
Unwerpoor ..	321	N. by W.	Unwerpoor	1	1	47,334		
							47,334	
								5,36,761

ABSTRACT.

Province.	Number of Salt Talookas.	Number of Suzas or Groups of Salt Works.	No. of Agurs or distinct sets of Salt Works.	Produce.
				Ind. Mds.
Guzerat	16	23	23	7,30,447
North Konkun ..	8	43	174	19,63,706
South Konkun ..	8	55	330	13,99,032
Runn Works ..	3	5	5	5,36,761
Grand Total ..	35	126	531	46,29,946

GEO. PLOWDEN,
Commissioner.

APPENDIX C.

STATEMENT showing the several rates of Ground-Rent prevailing in different Talookas for Land occupied as Salt Pans, or for the Manufacture of Salt.

Talookas.	Rates of Ground Rent.
Island of Bombay	At some places 15 reas ($\frac{15}{400}$ rupee) and at others 8 pies, per burga of 60 square yards.
Gogo	3 pies per Indian maund of salt produced.
Dhundooka	None.
Cambay	,,
At other Works in Guzerat ..	The ground-rent and proprietary right vary from 2 to 9 pies per maund of salt produced.
Oomergaum and Tarrapore ..	The ground-rent and proprietary right are farmed: at Oomergaum for rupees 115: 8, and at Tarrapore for rupees 47: 13 per annum.
Bassein	The private salt works pay Government rupees 5 per beega of evaporating pans. For Government works one half of the price realised by the sale of the salt is taken as ground-rent and proprietary share.
Gorebunder and Trombay ..	There are three rates in existence. At some of the works $\frac{1}{8}$th of the price realized by the sale of the salt is levied; at others $\frac{1}{16}$th, and at one particular work the fixed sum of rupees, 30 per annum.
Bellapore	Rupees 1: 12 per beega of evaporating pans, and 10 per cent. on the total amount of the ground-rent so calculated.
Panwell	Three rates prevail in this talooka, viz.: At some places $\frac{1}{8}$th of the sale price of the salt; at others 4 pies per Indian maund of salt; and at others rupees 1: 8 per beega of the entire area of the works.
Caranja	The rate of levy on private salt works is rupees 1: 8 per beega. The salt works belonging to Government are let in farm.
Alibaugh and Poenar ..	At private works 4 pies per Indian maund of salt, and at Government works 4 pies per maund of salt as ground-rent, and 1 pie per maund as proprietary share.
Rajpooree	$\frac{1}{8}$th of the price realized by the sale of the salt produced.
Rutnagherry	At some works $\frac{1}{8}$th of the price realized by the sale of the salt produced. At others $\frac{1}{8}$th of the produce in kind.
Viziadroog	The same as in the preceding talooka.
Malwan	The Government works are let in farm for rupees 676: 13: 8 per annum. The private works pay a fixed rental.

GEO. PLOWDEN,

Commissioner.

APPENDIX D.

STATEMENT showing the Executive Charges of the several Deputy Commissioners and Assistants in the Salt and Customs Department of the Bombay Presidency.

Number.	Officers.	Talookas or Districts constituting the Executive charge of each Officer.
	NORTHERN DIVISION.	
1	Deputy Commissioner, Head-quarters Surat ..	Olpar, Chowrasee, and Bullesur, Murrolee, Parchole, Bulsar, Parneira, Surat—Stations on the Demaun Frontier, and transit Duties in the Surat Attavisee.
1	Assistant, Head-quarters Gogo	Gogo, Bhownuggur, Dhollera, Patree, and Oroo-Jinjoowara and Futtehpoor Unwerpoor, Dhun-Dooka, and the frontiers of Gogo, Dhundooka, Dholka, and Veerumgam, and the eastern border of the Runn, where an establishment is retained to prevent the removal of Gussyah Salt.
1	Ditto, Head-quarters Surat	Hansote, Ahmode, Jumbooser, Cambay, Broach, Wagra.
	SOUTHERN DIVISION.	
1	Deputy Commissioner, Head-quarters Carrunja	Bombay Salt Works, Carrunja Panwell, Penn, Poenar, and Alibang Rajporee, Rygud, and Soverndroog.
1	Assistant, Head-quarters Bassein	Gorebunder, Trombay, Bassein Tarrapoor, Oomergaum.
1	Ditto, Head-quarters Vingoorla	Anjunwell, Viziadroog, Rutnagherry, Malwan, Frontier Stations on the Goa Frontier.

N.B.—Places not underlined comprise only Customs.
Places once underlined comprise only Salt.
Places twice underlined comprise both Customs and Salt.
Places thrice underlined comprise Land Customs.

GEO. PLOWDEN,
Commissioner.

APPENDIX E.

STATEMENT showing the Monthly Cost of the Covenanted and Uncovenanted Agency employed in the Salt and Customs Department of the Bombay Presidency, before and since its Consolidation under a single Commissioner.

Establishment before the Consolidation.						Establishment since the Consolidation.					
Numbers.	Designation of the Officers.	Head Quarters where Stationed.	Salary per Month.		Total.	Numbers.	Designation of the Officers.	Head Quarters where Stationed.	Salary per Month.		Total.
			R. A. P.	R. A. P.					R. A. P.	R. A. P.
1	Collector of Customs, Opium Agent, and Reporter General, Bombay ..	Bombay	3,000 0 0			1	Commissioner of Customs, Salt, and Opium	Bombay	3,500 0 0	
1	Deputy Collector of Customs, and Deputy Opium Agent, Bombay	Ditto	1,400 0 0			1	Deputy Ditto ..	Ditto	1,500 0 0	
1	Collector of Continental Customs and Excise	Tanna Salsette . ..	2,333 5 4			1	Ditto Ditto ..	Surat	1,000 0 0	
1	Deputy Ditto Ditto	Surat	1,000 0 0			1	Ditto Ditto ..	Caranja	800 0 0	
1	2nd Assistant Ditto*	Ahmedabad	550 0 0			1	Uncovenanted Assistant	Bombay	550 0 0	
	UNCOVENANTED ASSISTANTS. Bombay.					1	Ditto Ditto	Gogo	500 0 0	
1	Principal Assistant	Bombay	500 0 0			1	Ditto Ditto	Bassein	450 0 0	
3	Assistants at 400rs. each	Ditto	1,200 0 0			1	Ditto Ditto	Vingorla	400 0 0	
1	Ditto	Ditto	300 0 0			1	Ditto Ditto	Surat	400 0 0	
2	Ditto at 250rs. each	Ditto	500 0 0			2	Ditto at 400rs. each	Bombay	800 0 0	
	UNCOVENANTED ASSISTANTS. Continental Customs and Excise.					1	Ditto	Ditto	350 0 0	
1	Senior Assistant	Gogo	500 0 0			1	Ditto	Ditto	300 0 0	
4	Assistants at 400rs. each	Ahmedabad, Bassein, Caranja, and Vingorla	1,600 0 0			1	Ditto	Ditto	250 0 0	
				12,883 0 0						10,800 0 0
	*Deduct Amount not drawn since 1843—44		550 0 0							
	Ditto Expense of present Establishment		10,800 0 0							
				11,350 0 0						
	Saving by the change per mensem			1,533 5 4						
				12 0 0						
	Per Annum			18,400 0 0						

GEO. PLOWDEN, *Commissioner.*

APPENDIX F.

TRANSLATED FORMS of ACCOUNTS and BOOKS required to be kept in Vernacular Languages in the Salt Excise Department, under the Bombay Presidency, by the Establishments entertained at the several Salt Works.

Accounts and Books kept by the Establishment of the Inner Daroga in charge of the Salt Pans, and the Collection of the Excise.

No. 1. Form No. 1.—Azmaeesh Kurda, or Estimate Book of the quantity of Salt produced.
„ 2. „ 2.—Rozkird, or Day Book of the Salt produced, delivered and written off.
„ 3. „ 3.—Map-Kurda, or Delivery Book.
„ 4. „ 4.—Tol-Kurda, or Weigh Book (subordinate to Form No. 3).
„ 5. „ 5.—Retar Bardan Vuzun Kurda, or Weigh Book of empty Bags or Wrappers (subordinate to Form No. 3).
„ 6. „ 6.—Application for Salt.
„ 7. „ 7.—Permit.
„ 8. „ 8.—Kird or Cash Journal.
„ 9. „ 9.—Register of Applications for Salt.
„ 10. „ 10.—Register of Permits.
„ 11. „ 11.—Purwana for Trans-shipment of Salt.
„ 12. „ 12.—Monthly Register of Salt in Stock and manufactured, sold, and written off, and remaining in hand.
„ 13. „ 13.—Khutownee Nuktee, or Cash Ledger.
„ 14. „ 14.—Khutownee Aén Jinsee, or Salt Ledger, showing the stock account each of proprietor and manufacturer.

Accounts and Books kept by the Establishment of the Outer Daroga in charge of the Preventive Chowkeys.

No. 15. Form No. 15.—Teepkurda, or Check Book, showing the result of the examinations made by the Outer Daroga of Salt passing out of the works.

GEO. PLOWDEN,
Commissioner.

Appendix F.—No 1.

Form No. 1.

AZMAESH-KURDA, or ESTIMATE BOOK of the Quantity of Salt Manufactured in Suza Moordha, Talooka Salsette for the Year 1852—53.

No. of Heads.	Names of Agurs or Salt Pans, Manufacturers, Proprietors, and numbers of Heaps.	How ascertained.	Estimated Quantity of Salt in the Heaps.	Quantity of Salt that was lying in the heap on the 1st May.	Net Quantity of Salt newly Manufactured.	Remarks.
	1st May, 1852.					
	AGUR SONKHAR.					
1	Proprietor, Gunnesh Wittul, 1—Heap No. 1.—Manufacturer, Rama .. 1— „ No. 2.—Manufacturer, Loma ..	Estimated	50 60	25 40	25 20	
2	Proprietor, Ramchundra Mahadeo, Heap No. 3.—Manufacturer, Goma ..	Ascertained by measuring the Heap ..	80	20	60	Credited in Roz-kird—See Nos. 4 and 5 (Form No. 2).
		Maunds	190	85	105	

Appendix F.—No. 2.

Form No. 2.

Roz-kird or Day Book of Salt produced, delivered, and written off at Suza Moordha, Prant Salsette, from 1st May, 1852, to 30th April, 1853.

For the Month of May, 1852.

1st May, 1852. *Jaistsood 1st and Monday.*

Credit Side. Maunds.

110 Balance of Salt at the close of the last year, belonging to the Shelotrees, as follows:

Agur Sonkhar.

65 Shelotree, Gunnesh Wittul, No. 1, as follows:

25 As per Rass .. .. No. 1 Manufacturer, Rama.
40 As per Rass .. .. No. 2 Manufacturer, Soma.
65 Ledger, Page 1

20 Shelotree, Ramchunder Mahadeo, as per Rass .. .. .. No. 3 Manufacturer, Goma .. No. 2 Ledger, Page 1

Debit Side. Maunds.

Expenditure of the Day.

Agur Sonkhar.

20 Shelotree, Gunnesh Wittul, sold, as per Permit No. 1, for exportation to Chiploon from the following Rasses . No. 1

10 From Rass .. .. .. No 1 Manufacturer, Rama.
10 From Rass .. .. .. No. 2 Manufacturer, Soma.
20 Ledger, Page 1

15 Shelotree, Ramchunder Mahadeo, sold, as per Permit No. 2, for exportation over the Ghauts by bullocks, 8 loads from Rass .. .. No. 3 Manufacturer, Goma .. .. No. 2 Ledger, Page 1

Page 1.

Agur Manick.

25 Shelotree, Wissajee Narraen Limbay, as per Rass .. .. No. 1
Manufacturer, Mahadeo .. No. 3
110 Ledger, Page 2

Quantity of Salt produced.

Agur Sonkhar.

45 Shelotree, Gunnesh Wittul, as per Estimate Book, as follows .. .. No. 4

25 Rass .. .. No. 1 Manufacturer, Rama.
20 Rass .. .. No. 2 Manufacturer, Soma.
45 Ledger Page, 1

60 Shelotree, Ramchunder Mahadeo, as per Rass .. .. No. 3 Manufacturer, Goma.
Estimate Book dated 1st Idem .. No. 5 Ledger, Page 1

Total produced, 105.

215 Total of the day, two hundred and fifteen maunds, viz., one hundred and ten maunds balance, and one hundred and five maunds produced.

Written by *Ramchunder Deorao*, Carcoon.

Total Expenditure of the day 35

180 Balance for ensuing day,

215 Total, two hundred and fifteen maunds, viz., thirty-five maunds sold, and one hundred and eighty maunds balance.

Written by *Ramchunder Deorao*, Carcoon.

2nd May, 1852. *Corresponding with Jaistsood 2nd, and Tuesday.*

Credit side.	Maunds.
180	Balance of last day,
10	Credited on account of excess over the estimated quantity (40). Maunds of Rass .. .. .. No. 1 Manufacturer, Rama, as follows .. No. 6
	40 Maunds, estimated quantity.
	10 Excess.
	50 Total maunds sold.
	Ledger, No. 1.
190	Total, one hundred and ninety maunds, viz., one hundred and eighty maunds balance, and ten maunds credited this day.

Written by *Ramchunder Deorao*,
Carcoon.

Debit side.	Maunds.
	Expenditure of the day, viz.,
	Agur Sonkhar.
50	Shelotree, Gunnesh Wittul, sold, as per Permit No. 3, for exportation to Bunder Sungmeshwur by water, from Rass No. 1 Manufacturer, Rama .. .. No. 3 Ledger, Page 1.
140	Balance for the ensuing day.
190	Total, one hundred and ninety maunds, viz., fifty maunds sold, and one hundred and forty maunds balance.

(Signed) *Ramchunder Deorao*,
Carcoon.

Page 2.

31*st May*, 1852. *Corresponding with* * *

Credit side.	Maunds.
140	Balance of last day. None to be credited.
140	Total, one hundred and forty maunds, balance.

Written by *Ramchunder Deorao*,
Carcoon.

Debit side.	Maunds.
	Nothing expended.
140	Balance for the ensuing day, viz.,
	Agur Sonkhar.
50	Shelotree, Gunnesh Wittul, as per Rass .. .. .. No. 2 Manufacturer, Soma.
65	Shelotree, Ramchunder Mahadeo, as per Rass .. .. .. No. 3 Manufacturer, Goma.
	Agur Manick.
25	Shelotree, Vissajee Narraen Lemay, as per Rass .. .. No. 1 Manufacturer, Mahadeo.
140	
140	Total, one hundred and forty maunds, balance.

Written by *Ramchunder Deorao*,
Carcoon.

Abstract for the Month of May, 1852.

	Credit side.	Debit side.
Balance of last Month	110	„
1st May	105	35
2nd May	10	50
	115	85
Balance for ensuing Month	„	140
	225	225

Written by *Ramchunder Deorao*,
Carcoon.

For the Month of April, 1853.

1*st April*, 1853. *Corresponding with Chytur Vud* 1*st and Sunday.*

No transaction was carried on this day.

2*nd April*, 1853. *Corresponding with Chytur Vud* 2*nd and Monday.*

Credit side.	Maunds	Debit side.	Maunds.
		Expenditure of the Day.	
		Agur Manick.	
140	Balance of last Day.	20	Shelotree, Wissajee, Narrayen, Limbay; sold, as per Permit No. 1, for exportation to Rutnagherry by water, from Rass No. 1 Manufacturer, Mahadeo .. .. No. 4 Ledger, Page 2.
„	Nothing to be credited.		
140	Total, one hundred and forty maunds balance.		

Written by *Ramchunder Deorao*,
Carcoon.

Page 3.

120	Balance for ensuing Day.
140	Total, one hundred and forty maunds, viz., twenty maunds sold, and one hundred and twenty maunds balance.

Written by *Ramchunder Deorao*,
Carcoon.

30*th April*, 1853. *Corresponding with* **.

Credit side.	Maunds.
120	Balance of last day.
„	Nothing to be credited.
120	Total, one hundred and twenty maunds balance.

Written by *Ramchunder Deorao*,
Carcoon.

Debit side.	Maunds.
	Expenditure of the Day.
	Agur Manick.
5	Shelotree, Wissajee Narraen Lemay; Rass No. 1. Manufacturer, Mahadeo. This Salt has been written off the books as per Hoozoor order of the 25th April, 1853, No. 25. Communicated by the Daroga in his letter No. 52, of the 29th Idem; the same being the deficiency in the original estimated amount of the Rass disposed of on the 2nd instant. No. 5 Ledger, Page 2.
115	Balance for the ensuing Day.
	Agur Sonkhar.
50	Shelotree, Gunnesh Wittul, as per Rass .. .. .. No. 2. Manufacturer, Soma. Ledger, Page 1.
64	Shelotree, Ramchunder Mahadeo, as per Rass .. .. No. 3 Manufacturer, Goma. Ledger, Page 1.
115	
120	Total, one hundred and twenty maunds, viz., five maunds written off the books, and one hundred and fifteen maunds balance.

Written by *Ramchunder Deorao*,
Carcoon.

Abstract for the Month of April, 1853.

	Credit side.	Debit side.
	Maunds.	Maunds.
Balance	140	„
2nd April	„	20
30th April	„	5
	„	25
Balance for the ensuing Month	„	115
	140	140

Written by *Ramchunder Deorao*,
Carcoon.

Page 4.

Abstract of the Year.

	Credit side.	Debit side.
	Maunds.	Maunds.
Balance of last Year	110	„
In May, 1852	115	85
In April, 1853	„	25
	115	110
Balance for ensuing Year	„	115
	225	225

Written by *Ramchunder Deorao*,
Carcoon.

GEO. PLOWDEN,
Commissioner.

Appendix F.—No 3.

Form No. 3.

Map-kurdah or Delivery Book of Agur Sonkhar, in Suza Mordha, Talooka Salsette, from 1st May, 1852, to 30th April, 1853.

May, 1852.

No.

1 35 1*st May*, 1852.

20 Trader Bhickajee Wamon Fudka, for himself, exported Salt by one Vessel bound to Chiploon, as per Permit No. 1, dated this day—Shelotree, Gunnesh Wittul, as follows:—

10 Heap No. 1.—Manufacturer, Rama.

10 Heap No. 2.—Manufacturer, Soma.

10 The fifteenth Phurra of this measurement was weighed, and the result is—

— Indian maund. Seers.

20 1 5

—

Total Phurras Measured.	The Phurra that was weighed.	Indian Weight. M.	Indian Weight. S.	Remarks.
20	Fifteenth.	1	5	The aggregate Excise on 20 Pharras, at 5 seers per Pharra, is 100 seers, or 2 Indian maunds 20 seers, from which the allowed excess of 24 seers, at 3 per cent., being deducted, the remainder, 1 maund 36 seers of salt, was taken back from the trader, and thrown into the Heap No. 2. (Signed) *Ramchunder Deorao*, Carcoon.

This Salt is debited in the Roz-kird, or Day Book, Page 1, No. 1 (Form No. 2).

2 15 Trader Gunnesh Wittul for himself exported 8 bags of Salt, to be taken over the Ghauts from Heap No. 3—Shelotree, Ramchundra Mahadeo—Manufacturer, Goma, as

— per Permit No. 2, dated this day (measured by new Phurras) $\frac{10}{15}\frac{5}{}$ (every 10 maunds

35 are noted separately as a tally). Total, 15 maunds of Salt measured.

—

This Salt was weighed and entered in the Weigh Book, No. 1.

(Signed) *Ramchunder Deorao*, Carcoon.

3 50 2*nd May*, 1852.—Trader Burjorjee Manockjee, through Nasserwanjee Burjorjee, exported Salt per one vessel bound to Bunder Sungmeshwur, from the Heap No. 1—Proprietor, Gunnesh Wittul—Manufacturer, Rama, as per Permit No. 3, dated this day, viz.:—

10:10:10 Of these the 25th Phurra was weighed, and the result is Maund. Seer.

10:10:0 1 1

20:20:10

50

This Salt was debited in the Roz-kird, or Day Book, at Page 1, vide No. 3 (Form No. 2).

Total Phurras Measured.	The Phurra that was weighed.	Indian Weight. M.	Indian Weight. S.	Remarks.
50	Twenty-fifth.	1	1	The aggregate excess on 50 Phurras, at 1 seer per Phurra, is 50 seers, or 1 maund 10 seers, which, being within the allowance allowed, was not taken back from the trader.

(Signed) *Ramchunder Deorao*, Carcoon.

From 3rd to 31st May, 1852.

(Signed) *Ramchunder Deorao*, Carcoon.

—

85

Abstract for the Month of May, 1852.

35 1st May, 1852.
50 2nd „

85

(Signed) *Ramchunder Deorao*,
Carcoon.

From June, 1852, *to April*, 1853.

Abstract for the Year 1852—53.

85 *May*, 1852.
— *From June*, 1852, *to April*, 1853.
85 Total eighty-five maunds.

(Signed) *Ramchunder Deorao*,
Carcoon.

Appendix F.—No. 4.

Form No. 4.
(Subordinate to Form No. 3.)

Tole-Khurda or Weigh Book of Agur Sonkhar, Suza Moordha, Talooka Salsette, for the official year 1852–53. Commencing from 1st May, 1852, to 30th April, 1853.

No. Mds.

15—*In May*, 1852.

1 15 1st May, 1852. Merchant, Gunnesh Wittul, for himself, agreeably to Permit No. 2, dated 1st instant, exported bags or gonees 8 to the Ghauts, Shelotree, Ramchunder Mahadeo, Rass .. .. No. 3

Manufacturer, Goma.

	No. of Gonees.	Weight.	No. of Gonees.	Weight.
	1	2 5	2 0	2 7
	3	2 11	4 0	1 30
	5	2 0	6 0	2 0
	7	2 0	8 0	1 35
15		8 16	16 8	7 32

From the above gross weighment, shewn at No. 1, the weight of the empty bags or gonees, 1 md. 8 srs., has been deducted. Net weight, 15 maunds. In consequence of the weighment having been found correct, when the salt was made over to the above mentioned merchant, as per measurement No. 2 (Form No. 3), nothing remains to be recovered or paid.

.. So on, from 2nd to 31st instant.

15

Note.—After the close of each month, an abstract is made, shewing the aggregate quantity delivered on particular days.

After the close of the year, another abstract is made, shewing the aggregate quantity delivered in each month, as follows:

15 In May, 1852.
.. In June, and so forth.

15 Total, fifteen maunds of salt.

Appendix F.—No. 5.

Form No. 5.
(Subordinate to Form No. 3.)

Retar Bardan Vuzunkurda, or Weigh Book, of empty Bags or Wrappers, in which Salt is exported from Suza Moordha, Talooka Salsette, for the official year commencing from 1st May, 1852, to 30th April, 1853.

Weighment.

No.	In.	Md.	S.	
1	1	8		*In May*, 1852.
		Md.	S.	
		1	8	

1852.

May 1. Merchant, Gunnesh Wittul, for himself, as per his application No. 2; bags 8. Weighment, 1 md. 8 seer.

(Signed) *Ramchunder Deorao*,
Carcoon.

.. May 2nd, 1852.

1 8

.. In June, 1852.

1 8

(Signed) *Ramchunder Deorao*,
Carcoon.

[The above weight of wrappers has been deducted from the gross weight of salt at the Sonkhar Agur, as per weighment No. 1. (See Form No. 4.)]

Appendix F.—No. 6.

Form No. 6.

Application for Salt.

No. (of the Register of Applications).

To

The Officer of the Salt Department at Salsette.

I, Bhiccajee Wamon Fudkay, inhabitant of Bhewndy, for myself, request that you will allow me to export 20 Indian maunds of Salt to Chiploon, per Mahagerry Luxmee, Tindal Govind Dhagocha, burthen 75 Bombay candies, or 50 Indian candies, register No. 935 of Tanna, from Agur Sonkhar, Suza Moordah, belonging to Gunnesh Wittul; and that you will receive the sum of Rupees 15 on account of excise duty, passing a Permit for the weighment of Salt. 1st May, 1852.

Signature of the Trader.

Endorsement.

I have sold 20 maunds of Salt to the above trader, at the rate of Rs. 3 per anna. It is therefore requested that a Permit may be granted to him after receiving the regulated amount of ground-rent. 1st idem.

Signature of the Shelotree, or Proprietor.

The amount of excise duty, &c., on the above Salt, is as follows:—

Rs.	15	0	0	Excise at 12 as. per maund.
Rs.	0	5	0	Ground-rent at 3 pies per maund.
Rs.	15	5	0	Total rupees fifteen, and annas five.

written by (enter name)

Signature of the Bill Examiner.

The above sum of Rupees 15 : 5 has been received, and credited under the appropriate head in the "Kird" (Form No. 8), at No. , and a Permit, No. 1, issued. 1st idem.

Signature of the Shroff.

The officer at the Salt Works is requested to give Salt to the trader, as per Permit No. 1; returning the application for record. 1st May, 1852.

Signature of the Sir Carcoon.

The quantity of Salt, as stated in the Application and Permit, was given on the 1st May, 1852, and the latter document delivered over to the trader, a counterpart of the same having been kept. 1st May, 1852.

Delivering Carcoon's signature.

Appendix F.—No. 7.

Form No. 7.

No. 1.

Permit of the Salt Department at Salsette.

Zilla Tanna.

Date, 1st May, 1852.

Rupees 15.

Salt, Indian maunds (20) twenty.

Agur Monjay Sonkar, Suza Moordah.

Seller, Gunnesh Wittul.

Buyer, Bhiccajee Wamun Fudkay.

The Salt is to be delivered on or before the 3rd May, 1852.

This Pass will protect the Dispatch to Chiploon until Sunset of the 10th May, 1852.

Vessel's name, Mahgherry Luxeemee Tindal Govind-Regr. No. 935 of Tanna.

Signature of the Trader.

PERMIT.

No. 1. Kird No. 1.

Permit of the Salt Department at Salsette.

Talooka, same.

Zillah Tanna.

This Salt has been delivered on the —, and the Permit cancelled.

Certified that Trader Bhiccajee Wamun Fudkay has this day paid into this office the sum of rupees 15, being the amount of duty on 20 Indian maunds of Salt. This Salt is to be delivered on or before the 3rd inst., per Mahagherry Luxmee, Tindal Govind, Register No. 935 of Tanna, from Agur Sonkhar, Shelotree, Gunnesh Wittul.

The Government officer at those works, Dossabhoy Hormusjee Khaushaheb, is to allow the same to be delivered, provided this Permit is presented within the aforesaid period.

1*st May*, 1852.

20 maunds.

Sir Carcoon's signature.

185

Goozerat and Konkun Salt Department.
Weighing Book No. 1.

No. 1.

Permit of the Salt Department at Salsette.

Talooka, same.

Zillah Tanna.

I have this day (1st May, 1852) allowed Bhiccajee Wamon to export 20 Indian maunds of Salt to Chiploon, from Agur Sonkhar, per Mahagherry Luxmee, Tindal Govind-Regr. No. 935.

This Pass will protect the Dispatch to Chiploon until Sunset of the 10th May, 1852.

Signature of the Suzadar Carcoon.

The amount of Excise Duty, &c., on 20 maunds of Salt has been levied as follows :—

Rs. 15 0 Excise Duty at 12 as. per maund.
Rs. 0 5 Ground-rent at 3 pies per ,,

This Sum of rupees, fifteen, and annas, five, will be found credited in the Kird, or Cash Book, Page 1, No. 1 (Form No. 8) 1st May, 1852.

Shroff's signature. Sir Carcoon's signature.

Out of this Salt 1 maund and 36 seers has been returned to the Rass or Heap of Salt, the same being an excess over 3 per cent. by the actual proportionate weighment. 1st May, 1852.

Suzadar Carcoon's signature.

Salt permitted to be passed in consequence of the same having been found correct, as stated in the Permit, as per Teep Kurda, or Check Book, No. 1 (Form No. 15). 1st May, 1852.

Preventive Daroga's signature.

Appendix F.—No. 8.

Form No. 8.

Page 1.

Kird or Cash Journal of the Salsette Talooka, in the Collectorate of Continental Customs and Excise, for the year 1852–53, *i.e.*, from 1st May, 1852, to 30th April, 1853. Corresponding with Shallivan Shuk, 1775.

Balance due to and by Government at the close of the last year, as it stood on the 30th April, 1852.

Credit side.		Rupees.
500	Account current, Bombay. Credited on account of the balance due at the close of the last year, debiting the same to the appropriate heads, viz.:	
	300 Dead Stock.	
	200 Advances made after the sanction of Government for the buildings.	
500		
	Ledger, Page 1.	
25	Judicial Deposits. Credited to this, and debited to that of account current, Bombay, being the amount recovered by decrees. This amount was kept as a deposit in consequence of the court being closed.	
525	Ledger, Page 3.	
	Total, five hundred and twenty-five rupees, on account of balance.	
	Written by Carcoon.	
	(Signed 1st Carcoon.) (Signed) Sir Carcoon.	

Debit side.		Rupees.
300	Dead stock. Debited to this, and credited to account current, Bombay, being the balance due at the close of the last year.	
	200 One Cutcherry at the Talooka.	
	100 Furniture, viz.:	
	75 Three boxes at 25 rupees each, charged on the 1st May, 1838.	
	25 Two scales at 12 : 8 each, charged on the 1st May, 1838.	
300	100	
	Ledger, Page 3.	
200	Advances made after the sanction of government, debited on account of advances for repairing Cutcherry at Gorebunder, charged in February, 1852.	
	Ledger, Page 4.	
	Total balance due, rupees 500.	
25	Account current, Bombay. Debited to this, and credited to that of Judicial Deposits, on account of the balance at the close of the year.	
525	Ledger, Page 1.	
	Total, five hundred and twenty-five rupees, on account of the balance.	
	Written by Carcoon.	
	(Signed) 1st Carcoon. (Signed) Sir Carcoon.	

The above balance entry is written on this book on the 1st May, 1852.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

May, 1852.

1*st May*, 1852. *Corresponding with Vyshak Shood, 8th Monday.*

Credit side. Rupees.

100 0 0 Balance of cash in hand of the last year, in silver rupees.

Ledger, Page 1.

Credited during the day.

15 5 0 Amount received from the trader, Bhickjee Wamon, marfut himself, being the amount of excise duty, &c., on 20 Indian maunds of Salt, as per his application No. 1 .. .. .. No. 1

15 0 Excise duty.
0 5 Land revenue.

15 5 Silver rupees 15, copper coins 5 annas.

Permit No. 1 is granted.

Debit side. Rupees.

Debited during the day.

100 0 0 Charges collecting Salt Excise.
Paid salaries of establishment for the month of April, 1852, viz.:

75 Merwanjee Muncherjee, Sir Carcoon, per himself.
25 Luxumon Crushna, 1st Carcoon.
100

Ledger, Page 4.

25 0 0 Judicial deposits.
Amount paid to Moro Rughoonath, Moonsiff, being the amount recovered by decrees, as per his receipt, received with his letter, No. 50 .. .. .. No. 2

Ledger, Page 3.

Page 2.

11 7 9 Amount of excise duty, &c., received from the trader, Gunnesh Wittul, marfut himself, on 15 Indian maunds of Salt, as per his application No. 2, viz. .. No. 2

11 4 0 Excise duty.
0 3 9 Land revenue.

11 7 9 viz.:

Silver rs. 11:4, copper coins 3a. 9p.

Total credited during the day, rs. 26:12:9 viz.:

26 4 0 Excise duty of Tanna Bunder. Ledger, Page 2.
0 8 9 Land Revenue on account of the Tanna collector. Ledger, Page 3.

26 12 9
viz.:
26 4 0 Silver rupees.
0 8 9 Copper coins.
26 12 9

126 12 9 viz.:

126 4 0 Silver rupees.
0 8 9 Copper coins.
126 12 9

Total, one hundred and twenty-six rupees, twelve annas, and nine pies, viz.:

100 rs. Balance of last day.
26 12 9 Credited during the day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Total debited during the day, rs. 125, in silver coins.

1 12 9 Balance for next day, viz.:

Silver rs. 1:4, Copper coins 8a. 9p.

126 12 9

Total, one hundred and twenty-six rupees, twelve annas, and nine pies, viz., 125 rs. disbursed, and 1:12:9 balance.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

2nd May, 1852.

Credit side.			Rupees.
1	12	9	Balance of yesterday.
			Credited during the day.
38	4	6	Amount of excise duty, &c., received from Burjorjee Manockjee, marfut Nusserwanjee Burjorjee, on 50 maunds of Salt, as per his application No. 3 .. No. 3
37	8	0	Excise duty of Tanna Bunder. Ledger, Page 2.
0	12	6	Land revenue, on account of Tanna collector. Ledger, Page 3.
35	4	6	
			viz.:
38	4	0	Silver rupees.
0	0	6	Copper coins.

Permit No. 3 is granted.

40	1	3	
			viz.:
39	8	0	Silver rupees.
0	9	3	Copper coins.
40	1	3	

Total, forty rupees, one anna, and three pies, out of which one rupee, twelve annas, and nine pies was the balance of last day, and rupees thirty-eight, annas four, and pies six, is the amount credited this day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit side.			Rupees.
			Debited during the day.
40	1	3	Balance in hand for next day, viz.:
39	8	0	Silver coins.
0	9	3	Copper coins.
40	1	3	
40	1	3	

Total, forty rupees, one anna, and three pies is the balance.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Page 3.

3rd May, 1852.

Credit side.			Rupees.
40	1	3	Balance of Cash in hand of yesterday.
	,,		Credited during the day.
40	1	3	

Total, forty rupees, one anna, and three pies, is the balance.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit side.			Rupees.
			Debited during the day.
40	1	3	Remittance made to the Tanna Collector's treasury, per Naique Ramjee Govind, as per Memo. No. 1, dated this day .. .. No. 3
39	8	0	Silver rupees.
0	9	3	Copper coins.
40	1	3	
			Ledger, Page 4.
	,,		Balance in hand for next day.
40	1	3	

Total, forty rupees, one anna, and three pies, debited during the day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

4th May, 1852.

Credit side.			Rupees.
„			Balance of Cash in hand of yesterday.
			Credited during the day as follows:—
40	1	3	Credited here, and debited to Collector of Tanna, as per his receipt, being the amount remitted yesterday .. .. .. No. 4
			Ledger, Page 4.
40	1	3	

Total, forty rupees, one anna, and three pies, credited to-day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit side.			Rupees.
40	1	3	Collector of Tanna. Debited to this head and credited on account of remittances made into his treasury on the 3rd instant No. 4
			Ledger, Page 3.
„			Balance of Cash in hand for next day.
40	1	3	

Total, forty rupees, one anna, and three pies, debited to-day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

31*st May, Sunday.*

No transaction was carried on to-day.

Abstract for the Month of May.

	Credit side. Rs.	Debit side. Rs.
Balance of last Year	100 0 0	
Transactions during the Month:—		
1st May, 1852	26 12 9	125 0 0
2nd Ditto	38 4 6	
3rd Ditto	..	40 1 3
4th Ditto	40 1 3	40 1 3
	105 2 6	205 2 6
Balance for next Month		
	205 2 6	205 2 6

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

April, 1853.

1*st April*, 1853.

Credit side.			Rupees.
			Balance of last month.
			Credited during the day as follows:—
15	0	0	Amount received from Bhogeelal Munsookram, marfut himself, being the amount of excise duty on 20 Indian maunds of Salt, in silver coins .. .. .. No. 5
			Ledger, Page 2.
15	0	0	viz., silver coins.

Permit No. 4 is granted.

Total, fifteen rupees, credited during the day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit side.			Rupees.
			Debited during the day as follows:—
15	0	0	Salt excise charges extraordinary. Paid Merwanjee Muncherjee, Sir Carcoon, his batta for February, 1853, as per bill passed audit on the 25th March, 1853, received through the collector, with his order, dated 30th March, 1853, No. 13, per himself, in silver coins .. .. .. No. 5
			Ledger, Page 5.
			Balance of cash in hand for next day.
15	0	0	

Total, fifteen rupees, debited during the day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Page 4.

30th April, 1853.

Credit side.	Rupees.
	Balance of cash in hand of yesterday.
	Credited during the day.
200	Advances after the sanction of government. Amount credited to this, and debited to that of "Salt excise charges extraordinary," which was advanced for repairing the cutcherry at Gorebunder .. ..No. 6
175	Actually debited to "Salt excise charges extraordinary."
25	Unexpended amount; received from the Carcoon, as per his report No. 20, in silver coins, per Ramjee Peon.
200	Ledger, Page 4.
	Total amount credited, including the balance, Rs. 200.
78 12	Account current, Bombay. Amount of collection of excise duty on Salt for this year, credited to this and debited to Tanna Bunder .. .. No. 7
	Ledger, Page 1.
	Total amount credited during the day, Rs. 278:12 viz.:—
25 0	Actual Credits.
253 12	Transfer entries.
278 12	
278 12	

Total, two hundred and seventy-eight rupees, and twelve annas, credited during the day.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit side.	Rupees.
	Debited during the day.
175 0	"Salt excise charges extraordinary." Amount of charges incurred for making repairs to the Cutcherry at Gorebunder, passed by the Military Board on the 21st May, 1852, for Rupees 200. This amount was formerly advanced in February, 1852, on the receipt of the report of the Carcoon respecting the completion of the work. Due credit is given to the head of "Advances after the sanction of government" No. 6
	Ledger, Page 5.
25 0	Balance of cash in hand for next day, in silver rupees.
	Ledger 1.
	Total amount, Rupees 200 debited, including balance.
	(Sigd.) 1st Carcoon. (Sigd.) Sir Carcoon.
78 12	Tanna Bunder. Amount of collections of Salt excise duty for the year 1852-53, debited here, and credited to the head of "Account current, Bombay" No. 7
	Ledger, Page 2.
278 12 viz.:	
253 12	Transfer entries.
25 0	Balance.
278 12	

Total, two hundred and seventy-eight rupees, and twelve annas, out of which rupees two hundred and fifty-three, and twelve annas, debited during the day, and rupees twenty-five is the balance.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Page 5.

Abstract for the Month of April, 1853.

	Credit side.	Debit side.
Balance of last Month	..	..
1st April, 1853	15 0	15 0
30th „	200 0	175 0
	215 0	190 0
Balance for next year	..	25 0
	215 0	215 0
30th April, 1853, on account of collections	78 12	78 12
	293 12	293 12

The above Abstract is made on the

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Abstract for 12 Months.

	Credit side.			Debit side.		
Balance of last year	100	0	0			
Credits and Debits during the Year.						
May, 1852	105	2	6	205	2	6
April, 1853	215	0	0	190	0	0
	320	2	6	395	2	6
Balance for next year				25	0	0
	420	2	6	420	2	6

Date on which the above was written,

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Adjustment at the close of the Book.

Credit Side.			Rupees.
1	5	3	Account Current, Bombay. Credited to this and debited to the following heads, in order to clear them, viz. .. .. No. 8
	1	5 3	Collectors, Ledger Page. Others.
	1	5 3	

Ledger, Page 1.

Credited to the following and debited to Account Current, Bombay.

40	1	3	Collectors .. .. .. No. 9

Ledger, Page 3.

100	0	0	Charges Collecting Salt Excise No. 10

Ledger, Page 4.

190	0	0	Salt Excise Charges Extraordinary No. 11

Ledger, Page 5.

331	6	6	Total Credited here, on account of the heads of the Debit side, rupees 330:1:3

Total, three hundred and thirty-one rupees, six annas, and six pies.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Debit Side.			Rupees.
Debited to the following and Credited to Account Current, Bombay.			
1	5	3	Collectors .. .. .. No. 8

Ledger, Page 3.

Others.

Total Debited here, on account of the heads of Credit side, Rs. 1:5:3

330	1	3	Account Current, Bombay. Debited to this, and Credited to the following heads, to clear them No. 9
	40	1 3	Collectors. Ledger, Page 1.
	100	0 0	Charges collecting Salt Excise. Ledger, Page 1.
	190	0 0	Salt Excise Charges Extraordinary.
	330	1 3	Ledger, Page 1.

Ledger, Page 1.

331	6	6	

Total, three hundred and thirty-one rupees, six annas, and six pies.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

The above is completed on the 30th May, 1853.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Page 6.

Balance due to and by Government at the close of the Year.

Credit Side.		Rupees.	Debit Side.		Rupees.
300	Dead Stock. The articles are as entered in the beginning of the book .. .. .. No. 12		300	Account Current, Bombay. Balance due on account of Dead Stock, on the 30th April, 1853, Debited here and Credited to Dead Stock. .. .. No. 10	
	Ledger, Page 3.			Ledger, Page 1.	
	Others.			Others.	
300			300		
	Total, three hundred rupees.			Total, three hundred rupees.	

Written by Carcoon.
(Signed) 1st Carcoon. (Signed) Sir Carcoon.

Written by Carcoon.
(Signed) 1st Carcoon. (Signed) Sir Carcoon.

The above is written on the 30th May, 1853.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

General Abstract, including the Balances at the commencement and end of the Year.

	Credit side.			Debit side.		
Balance due at the commencement of the Year	525	0	0	525	0	0
Total of Twelve Months, including the Balances of Cash in hand ..	420	2	6	420	2	6
Collections.						
April, 1853	78	12	0	78	12	0
Entries of Adjustment	331	6	6	331	6	6
Balance due at the end of the Year	300	0	0	300	0	0
	1,655	5	0	1,655	5	0

The above General Abstract is made on the 1st June, 1853.

Written by Carcoon.

(Signed) 1st Carcoon. (Signed) Sir Carcoon.

At the beginning and end of this book 5 pages are left blank, and all the rest are numbered consecutively, sealed with the seal of the Collector, and signed by him, this 20th day of April, 1852.

Written by Carcoon.

(Signed) Collector.

Appendix F.—No. 9.

Form No. 9.

Register of Applications for Salt, in the Salsette Talooka, from 1st May, 1852, to 30th April, 1853.

Month and Date.		Numbers.		Names of Traders.	Names of Agurs or Salt Works.	Quantity of Salt in Indian Maunds.	Collection of Excise Duty and Land Revenue.			Where bound to.	
Month.	Date.	Number of Application.	Number of Permit.				Amount of Excise Duty.	Amount of Land Revenue at different Rates.	Total.	Exported to Places under the British Government.	Exported to Places under a Foreign Government.
1	2	3	4	5	6	7	8	9	10	11	12
May.. ..	1	1	1	Bhickajee Wamun Fudkay	Sonkhar	20	15 0 0	0 5 0	15 5 0	Chiploon	
						20	15 0 0	0 5 0	15 5 0		

Note.—Thus all applications are entered—The Head Carcoon and the Head Officer affix their signatures on striking a total for the day. The total of a month is made from the totals of each day.

Appendix F. No. 10.

Form No. 10.

Register of Permits issued to the Inner Daroga at Gorebunder, Prant Salsette, for the removal of Salt from the Salt Works within his jurisdiction, from 1st May, 1852, to 30th April, 1853.

Numbers of Permits.	Names of Agurs.	Quantity of Salt.	Amount of Excise Duty.
		Indian Maunds.	Rs. As. Ps.
	1st May, 1852.		
1	Agur Sonkhar	20	15 0 0
2	Agur Sonkhar	15	11 4 0
	Total of the day	35	26 4 0
		Signature of	the Daroga.
	2nd May, 1852.		
3	Agur Sonkhar	50	37 8 0
		Signature of	the Daroga.
	Total of the month	85	63 12 0
		Signature of	the Daroga.
	1st April, 1853.		
4	Agur Manick	20	15 0 0
		Signature of	the Daroga.
	Total of the year	105	78 12 0
		Signature of	the Daroga.

Appendix F.—No. 11

SEAL.

Form No. 11.

Purwanna for Trans-shipment of Salt.

No.

Bhiccajee Wamun Fudkay, of Bombay, is permitted to export Indian maunds of Salt from the Bhynaur Salt Works, in the Salsette Talooka, per Padow Luxumee, Tindal Crustna, for trans-shipment into the Pettamar Khooshally, Tindal Rama, now lying in Bombay harbour, for exportation to Malabar, being a part of the quantity of Indian maunds for which he has obtained a Permit, after paying Rs. on account of the Excise duty, at 3 pies per Indian maund, dated this day, the 1854.

Signature of the Suzadar Carcoon.

No.

This Permit is copied on this side, which is cut off and given to the Exporter; the other half is kept and recorded in the Office.

APPENDIX F. No. 12.

Form No. 12.

MONTHLY REGISTER of Salt Manufactured, Sold, and Written Off, under the Inner Daroga, at Gorebunder, Prant Salsette, from 1st May, 1852, to 30th, April, 1853.

MONTHS.	Suza Moordha.								Suza Bhynder.								Total.							
	Balance of last year.	Manufactured.	Excess over the estimated quantity.	Total.	Sold.	Wastage, &c.	Total.	Balance.	Balance of last year.	Manufactured.	Excess over the estimated quantity.	Total.	Sold.	Wastage, &c.	Total.	Balance.	Balance of last year.	Manufactured.	Excess over the estimated quantity.	Total.	Sold.	Wastage, &c.	Total.	Balance.
In May, 1852	110	105	10	225	85	..	85	140	..	..	..	..	..	..	..	..	110	105	10	225	85	..	85	140
											Signature of Head Carcoon.								Signature of the Daroga.					
In April, 1853	140	..	..	140	20	5	25	115	..	..	..	..	..	..	..	..	140	..	..	140	20	5	25	115
											Signature of Head Carcoon.								Signature of the Daroga.					

Appendix F.—No. 13.

Form No. 13.

Page 1.

Khutownee Nucktee or Cash Ledger of the Collectorate of Continental Customs and Excise, in the Salt Department, for the Official Year 1852—53, commencing from 1st May, 1852, to 30th April, 1853; corresponding with the Shahalivan Shukeh, 177 5 Prumadenam Sunvuntsuray.

Headings, alphabetically, and their Pages in the Journal.

Alphabets.	Headings.	Pages of Headings.
J	Judicial Deposits	3
Z	Zillah Collectors	3
T	Tanna Bunder	2
A	Advances after the sanction of Government	4
C	Charges Collecting Salt Excise ..	4
S	Salt Excise Charges Extraordinary	5
R	Remittances.	4
A	Account Current, Bombay ..	1
D	Dead Stock	3

Account Current, Bombay. No. 1.

Credit side.			Rupees.	Debit side.			Rupees.
			May, 1852.				
100	0	0	Balance of last year, as per Kird, or Cash Journal, Page 1. Credited on the 1st instant.	25	0	0	Balance due on account of Judicial Deposits, as per Kird, Page 1.
			100 Total in May, 1852.	25	0	0	Balance for the next year, as per Kird, Page 4, 30th April, 1853.
500	0	0	Balance due on the following accounts at the close of the last year as per Kird, Page 1.	330	1	3	Amount debited to clear the different heads, as per Kird, Page 5, on the 30th May, 1853, viz. :—
			300 Dead Stock.				40 1 3 Zillah Collectors.
			200 Advances after the sanction of Government.				100 0 0 Charges Collecting Salt Excise.
			500				190 0 0 Salt Excise Charges Extraordinary.
78	12	0	Amount collected during the year 1852—53, on account of Salt Excise Duty, credited on the 30th April, 1853, as per Kird, Page 4.				330 1 3
1	5	3	Credited to clear the different heads, as per Kird, Page 5, on the 30th May, 1853.	300	0	0	Amount due at the close of this year, on account of Dead Stock, as per Kird, Page 6.
			1 5 3 Zillah Collectors. Others.	680	1	3	
			1 5 3				
680	1	3					

Page 2.

Tanna Bunder. No. 2.

Credit Side.			Rupees.	Debit Side.			Rupees.
63	12		In May, 1852.	78	12		Amount of Salt Excise Duty debited to this, as per Kird, Page 4.
		26	4 Excise Duty, credited on the 1st instant, as per Kird, Page 2.				Others.
		37	8 Ditto, ditto, on the 2nd instant, as per do., Page 2.	78	12		
		63	12				
			Rs. 63 : 12 on account of Salt Excise.				
15	0		In April, 1853.				
		15	Excise Duty on Salt, on the 1st instant, as per Kird, Page 3.				
			Others.				
		15					
78	12		On account of Salt Excise.				

Page 3.

Zillah Collectors. No. 3.

Credit Side.			Rupees.	Debit Side.			Rupees.
1	5	3	In May, 1852.	40	1	3	In May, 1852.
		0	8 9 Amount credited on account of ground-rent of the Tanna Collectorate, on the 1st instant, as per Kird, Page 2.			40	1 3 Amount of remittance made into the Tanna Collector's Treasury, as per Kird, Page 3.
		0	12 6 Ditto, ditto, ditto, on the 2nd instant, as per Kird, Page 2.				Others.
		1	5 3			40	1 3
40	1	3	Amount credited to this, and debited to Account Current, Bombay, as per Kird, Page 5.	1	5	3	Amount debited and credited, as per Kird, Page 5.
41	6	6		41	6	6	

Judicial Deposits. No. 4.

Credit Side			Rupees.	Debit side.			Rupees.
25	0	0	Amount credited on account of balance of last year, as per Kird, Page 1.	25	0	0	In May, 1852.
			Others.			25	0 0 Amount paid to the Moonsiff, on the 1st instant, as per Kird, Page 1.
25	0	0					Others.
				25	0	0	

Dead Stock. No. 5.

Credit side.			Rupees.	Debit side.			Rupees.
300	0	0	Amount credited to this, and debited to account current, Bombay, as per Kird, Page 6.	300	0	0	Balance due at the close of the last year, as per Kird, Page 1, viz.:
			Others.	200	0	0	One Talooka Cutcherry.
				100	0	0	Furniture, viz.:
				75	0	0	Three boxes at 25 rs. each.
				25	0	0	Two scales at 12:8 each.
				100	0	0	
				300	0	0	
							Others.
300	0	0		300	0	0	

Page 4.

Advances after the sanction of Government. No. 6.

Credit side.			Rupees.	Debit side.			Rupees.
200	0	0	In April, 1853.	200	0	0	Balance due on account of advance made for the erection of a Cutcherry at Gorebunder, during the last year, as per Kird, Page 1.
			200 0 0 Amount credited on the completion of the work, as per Kird, Page 4, on the 30th instant.				Others.
			Others.				
			200 0 0				
			Others.				
200	0	0		200	0	0	

Charges collecting Salt Excise. No. 7.

Credit side.			Rupees.	Debit side.			Rupees.
100	0	0	Amount credited to this, and debited to account current, Bombay, as per Kird, Page 5.	100	0	0	In May, 1852.
			Others.				100 0 0 Amount of salary paid to the establishment, as per Kird, Page 1.
							Others.
							100 0 0
							Others.
100	0	0		100	0	0	

Remittances made. No. 8.

Credit side.			Rupees.	Debit side.			Rupees.
40	1	3	In May, 1852.	40	1	3	In May, 1852.
			40 1 3 Amount credited to this, on account of remittance made into the Tanna Collector's Treasury, as per Kird, Page 3.				40 1 3 Amount of remittance made into the Tanna Collector's Treasury, as per Kird, Page 3, on the 3rd instant.
			Others.				Others.
			40 1 3				40 1 3
			Others.				Others.
40	1	3	Transferred entries.	40	1	3	Transferred entries.

Page 5.

Salt Excise Charges Extraordinary. No. 9.

Credit side.			Rupees.	Debit side.			Rupees.
190	0	0	Amount credited to this, and debited to account current, Bombay, as per Kird, Page 5.	190	0	0	In April, 1853.
			Others.				15 0 0 Paid batta to public servants, as per Kird, Page 3.
							175 0 0 Annual repairs to the public buildings at Gorebunder, as per Kird, Page 4.
							190 0 0 Actual charged items.
							Others.
190	0	0		190	0	0	

Pages of Headings.	HEADINGS.	CREDIT SIDE.								DEBIT SIDE.							
		Balance at the commencement of the year.	Collections.	Collections for 12 Months.			Items of Adjustment.	Balance at the close of the year.	Total.	Balance at the commencement of the year.	Collections.	Charges for 12 Months.			Items of Adjustment.	Balance at the close of the year.	Total.
				Actual.	Items Transferred.	Total.						Actual.	Items Transferred.	Total.			
1	Account Current, Bombay	500 0 0	78 12 0	100 0 0	..	100 0 0	1 5 3	..	680 1 3	25 0 0	..	25 0 0	..	25 0 0	330 1 3		680 1 3
2	Tanna, Bunder	..	..	78 12 0	..	78 12 0	..	..	78 12 0	..	78 12 0	..	..	..	..	..	78 12 0
3	Zillah Collectors	..	..	1 5 3	..	1 5 3	40 1 3	..	41 6 6	..	..	40 1 3	..	40 1 3	1 5 3	..	41 6 6
3	Judicial Deposits	25 0 0	..	..	..	..	..	..	25 0 0	..	..	25 0 0	..	25 0 0	..	..	25 0 0
3	Dead Stock	..	..	..	..	..	..	300 0 0	300 0 0	300 0 0	..	..	..	..	..	..	300 0 0
4	Advances after the sanction of Government	..	..	200 0 0	..	200 0 0	..	..	200 0 0	200 0 0	..	..	..	..	..	..	200 0 0
4	Charges Collecting Salt Excise	..	..	..	..	..	100 0 0	..	100 0 0	..	..	100 0 0	..	100 0 0	..	..	100 0 0
4	Remittances	..	..	..	40 1 3	40 1 3	..	..	40 1 3	..	..	..	40 1 3	40 1 3	..	..	40 1 3
5	Salt Excise, Charges Extraordinary ..	..	..	..	..	..	190 0 0	..	190 0 0	..	..	190 0 0	..	190 0 0	..	..	190 0 0
		525 0 0	78 12 0	380 1 3	40 1 3	420 2 6	331 6 6	300 0 0	1,655 5 0	525 0 0	78 12 0	380 1 3	40 1 3	420 2 6	331 6 6	300 0 0	1,655 5 0

Appendix F.—No. 14.

Form No. 14.

Khutownee Aén Jinsee or Salt Ledger of Suza Moordah, Talooka Salsette, for the Official Year 1852–53. Commencing from 1st May, 1852, to 30th April, 1853.

INDEX.

Alphabets.	Headings.	Pages of the Headings.
G	Gunnesh Wittul	1
R	Ramchundra Mahadeo	2
V	Vissajee Narrayen Lemuyee	2

Page 1.

Agur Sonkhar.

Gunnesh Wittul, Shelotree. No. 1.

Cr.	Maunds.	Dr.	Maunds.
120	In May, 1852, as follows:	70	In May, 1852, as follows:
	65 Balance of Salt in hand on the 1st instant, as per Roz Kird (or Day Book) of Salt, Page 1.		20 Salt sold on the 1st instant, as per Roz Kird, Page 1.
	45 New Salt, produced on the 1st instant, as per Roz Kird, Page 1.		50 Salt sold on the 2nd instant, as per Roz Kird, Page 1.
	10 Credited on the 2nd instant, as per Roz Kird, Page 1, on account of excess over the estimated quantity of Salt heaps.		70
	120	50	Balance of Salt in hand on the 30th April, 1853; carried to the account of next year, as per Roz Kird, Page 3.
	In other months.	120	
120			

Rass or Heap, No. 1.

Manufacturer, Rama.

Cr.		Dr.	
60	In May, 1852, as follows:	60	In May, 1852, as follows:
25	Balance of last year, on the 1st May.	10	Sale, on the 1st instant.
25	New produce of Salt, on the 1st instant.	50	Ditto, on the 2nd ditto.
10	Credited on the 2nd instant, on account of excess on the estimated quantity of Salt.	60	Other months.
60	Other months.	60	
60			

Rass or Heap of Salt, No. 2.

Manufacturer, Soma.

Cr.		Dr.	
60	In May, 1852, as follows:	10	In May, 1852, as follows:
40	Balance of Salt, on the 1st inst.	10	Sale, on the 1st instant.
20	Salt newly produced, on the 1st instant.		2nd instant.
60	Other months.	10	
60		50	Balance of Salt in hand on the 30th April, 1853, carried to the account of next year.
		60	

Page 2.

Agur Sonkhar—*continued.*

Ramchundra Mahadeo, Shelotree. No. 2.

Cr.	Maunds.	Dr.	Maunds.
80	In May, 1852, as follows:	15	In May, 1852, as follows:
20	Balance of Salt in hand on the 1st inst., as per Roz Kird, Page 1.	15	Salt sold on the 1st instant, as per Roz Kird, Page 1. 2nd May, 1852.
60	New Salt produced on the 1st instant, as per Roz Kird, Page 1.	15	
80	Other months.	65	Balance of Salt in hand on this day, the 30th April, 1853; carried to the account of the next year, as per Roz Kird, Page 3.
80		80	

Rass or Heap of Salt, No. 3.

Manufacturer, Goma.

Cr.		Dr.	
80	In May, 1852, as follows:	15	In May, 1852, as follows:
20	Balance of Salt on the 1st inst.	15	Salt sold on the 1st instant. 2nd instant.
60	New Salt produced on the 1st instant.	15	
80	Other months.	65	Balance of Salt in hand on the 30th April, 1853; carried to the account of next year, as per Roz Kird, Page 3.
80		80	

Agur Manick.

Vissajee Narrayen Lemuyee. No. 3.

Cr.	Maunds.	Dr.	Maunds.
25	In May, 1852, as follows :—	25	In April, 1853, as follows :—
	25 Balance of Salt in hand on the 1st instant, as per Roz Kird, Page 1. 2nd May, 1852.		20 Salt sold on the 2nd instant, as per Roz Kird, Page 2.
	25		5 Debited on the 30th instant, as per Roz Kird, Page 3, on account of deficiency in the estimated quantity of Salt heaps.
	In June, 1852.		25
			Other months.
25		25	

Rass or Heap of Salt, No. 1.

Manufacturer, Mahadeo.

Cr.		Dr.	
25	In May, 1852, as follows :—	25	In April, 1853, as follows :—
	25 Balance of Salt on the 1st instant. 2nd instant.		20 Salt sold on the 2nd instant, as per Roz Kird, Page 2.
	25		5 Debited on the 30th instant, as per Roz Kird, Page 3, the deficiency.
	Other months.		25
5			Other months.
		25	

Annual Statement of the Quantity of Salt Credited and Debited for the Official Year 1852—53.

Numbers of Headings.	Names of Agurs and Proprietors.	Credit.			Debit.		
		1852 May.	1853 April.	Total.	1852 May.	1853 April.	Total.
	Agur Sonkhar.						
1	Gunnesh Wittul	120	..	120	70	50	120
2	Ramchundra Mahadeo	80	..	80	15	65	80
		200	..	200	85	115	200
	Agur Manick.						
3	Vissajee Narrayen	25	..	25	..	25	25
		225	..	225	85	140	225

Appendix F. No. 15.

Form No. 15.

"Teep Kirda," or Check Book of the Outer or Preventive Daroga of Prant Salsette, from 1st May, 1852, to 30th April, 1853.

For the month of May, 1852.

No. Mds.

1st May, 1852.

35 2nd May, 1852, as follows:—

Mds.

1 .. 20 Trader, Bhiccajee Wamun Fudkay, for himself, has brought 20 Indian maunds of Salt from Agur Sonkhar, per Mahagherry Luxumee, Tindal Govind Dhagocha, burthen 52½ Bombay Candies, register No. 935, of Tanna, bound to Chiploon, as per Permit No. 1, and Weighing Book No. 1. Excise duty, at the rate of 12 annas per maund, rupees 15. The result of the examination of this Salt is as follows:—

Forwards, stern, forward.
Inches.
48 length.
24 breadth.

26 22 24

3)72(24

1,152
20 depth.

18 24 18

3)60(20

23,040

Forwards, stern, aft.
Inches.
50 length.
26 breadth.

28 24 26

3)78(26

1,300
27 depth.

26 29 26

3)81(27

35,100

Total Inches.
2,924)58,140(19
2,924

28,900
26,316

2,584
40

103,360 seers.
8,772

15,640
14,620

1,020

Signature of the Trader.

No. Mds.

2 15 Trader, Gunnesh Wittul, for himself, has brought 8 bullock-loads of Salt, weighing 16 maunds and 8 seers, including wrappers, from Agur Sonkhar, as per Permit No. 2, and Tolkurda, or Weighing Book, No. 1, as follows:—

No.	Weight.		No.	Weight.		No.	Weight.	
	Mds.	S.		Mds.	S.		Mds.	S.
2	2	7	4	1	30	3	2	11
1	2	5	5	2	0	7	2	0
6	2	0	8	1	35	0	0	0
	6	12		5	25		4	11
			16 8 0	Total.				

After deducting 1 maund and 8 seers, on account of bags or wrappers, the net quantity comes to 15 maunds, which has been examined as follows :—

No. of the Bags.	Result of Re-weighment.		Decrease.	Increase.
3	2	10	1	

Signature of the Trader.

35 Total, thirty-five maunds. Written by

1st Carcoon's signature.

Daroga's signature.

From 3rd to 31st May.

35

NOTE.—An abstract is attached here, showing the quantity of Salt passed every day.

From June, 1852, to April, 1853.

35

Abstract.

Mds.

35 In May, 1852.

In June, 1852.

35

Total, thirty-five maunds. Written by

Signature of the 1st Carcoon.

Ditto of the Daroga.

NOTE.—All the Salt which may arrive at the preventive chowkeys, or nakas, whether by boats, carts, bullocks, donkeys, hoorees, head loads, or otherwise, is detained and examined; and the number of loads and quantity of Salt are entered in detail in this book, as above shown.

The time allowed for the transit of the Salt, and the amount of duty levied thereon, are entered in this book from the Permit, which is returned to the party concerned, a receipt to that effect being taken in this book.

APPENDIX G.

STATEMENT, shewing the several Chowkeys or Customs' Stations maintained on certain Foreign Frontiers of the Presidency of Bombay, with the view of preventing the exportation, or importation, of unexcised Salt, and for the collection of Land Customs on Salt and other Goods; exhibiting, also, the amount of Customs' Duty on Salt levied on each Frontier.

Chowkeys or Customs' Stations.	Object of each Chowkey or Customs' Station.	Amount of Duty levied on Salt at each Frontier in the year 1851–52.
Frontier, North of Demaun.		
Koonta	For the collection of the Duty on Salt and other Goods	
Koluck	Ditto	
Patuteea	Preventive	
Vuduakeea	Ditto	
Rosa	For the collection of the Duty on Salt and other Goods	
Turuckpardy	Preventive	
Oomra	Ditto	
Vuddowlee	Ditto	
Hattyawad	For the collection of the Duty on Salt and other Goods	
Danewud	Preventive	
Chulla	For the collection of the Duty on Salt and other Goods	
Puddya	Preventive	
Lukhumdeo	Ditto	992 0 0
Namdha	Ditto	
Ditto, South of Demaun.		
Pathurpoonja	For the collection of the Duty on Salt and other Goods	
Naka Par	Ditto	
Makudia	Preventive	
Caduvia	Ditto	
Kurmalee	Ditto	
Amleewara	Ditto	
Pulset	For the collection of the Duty on Salt and other Goods	
Jurry	Preventive	
Rambhart	For the collection of the Duty on Salt and other Goods	
Frontier, North of Goa.		
Raviee	For the collection of the Duty on Salt and other Goods	
Banda	Ditto	
14 Chowkeys	Preventive	
Satardy	For the collection of the Duty on Salt and other Goods	
Kulna	Ditto	
Munaree	Ditto	
Doodamarg	Ditto	
12 Chowkeys	Preventive	
Kiranpanee	For the collection of the Duty on Salt and other Goods	
Mutneechatulla	Ditto	86,308 0 0
Aei	Ditto	
Sasolee	Ditto	
Ditto, East of Goa.		
Tullewarree	Ditto	
Parwar	Ditto	
Chorla	Ditto	
Doodwul	Ditto	

Statement, &c.—*continued.*

Chowkeys or Customs' Stations.	Object of each Chowkey or Customs Station.	Amount of Duty levied on Salt at each Frontier in the year 1851-52.
KATTYWAR FRONTIER.		
GOGO DIVISION.		
Seehore	For the collection of the Duty on Salt.	1,180 0 0
Naree	Preventive	
Ganglee	Ditto	
Kunar	Ditto	
Tana	For the collection of the Duty on Salt.	
Peepulla	Preventive	
Soodee	Ditto	
Bupada	For the collection of the Duty on Salt.	
Bhakhut	Preventive	
DHUNDOOKA DIVISION.		
Dhundooka	For the collection of the Duty on Salt.	
Nagurka	Ditto	
Mooldhurry	Ditto	
The detail of the Preventive Nakas is not forthcoming.		
VEERUMGAUM & DHOLKA DIVISION.		
Goria	For the collection of the Duty on Salt.	
Meethapoor	Ditto	
The detail of the Preventive Stations is not forthcoming.		
RUNN FRONTIER.		
Sooeegaum	Preventive	None.
Gokhatur	Ditto	
Haturnish	Ditto	
Zhagum	Ditto	
Lodranee	Ditto	

APPENDIX H.

STATEMENT of the Total Revenue derived from the Excise on Salt at the Presidency of Bombay in each year, from 1849–50 to 1852–53, showing the Quantity of Salt delivered, and the amount of Excise levied, at the various Rates, the Total Deliveries, the Gross Receipts, the Charges, and the Net Revenue.

YEAR.	Deliveries and Proceeds of Home-made Salt taken for Consumption in the Interior, on payment of the full excise of 12 annas per Indian Maund, except on the portion produced at Salt Works, in Cambay, on which an excise of only 5 annas 11½ pie, is received.						Deliveries and Proceeds of Home-made Salt taken for Export, by Sea, beyond the Presidency.										Total Deliveries and Proceeds of Home-made Salt.		Differential Duty on Salt found in excess or deficient, at the Madras Ports, and Proceeds of Salt Confiscated.		Total Excise Revenue.	Charges on the Excise Revenue.			Net Excise Revenue.
	Carried by Sea to subordinate Ports.		Carried by Land.		Total.		To Calcutta, at the full Excise of 12 annas per Indian Maund.		To British Ports under the Madras Presidency at ¼ anna per Indian Maund.		To Foreign Ports under the Madras Presidency, at 1 anna per Indian Maund.		To Ports and Places beyond the Continent of India free.		Total.							Establishments.	Other Charges.	Total Charges.	
	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.	Excise Revenue.	Indian Maunds.[a]	Excise Revenue.	Differential Duty.	Proceeds of Confiscation.					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
1849–50 ...	7,32,954	5,49,715	19,01,793	14,03,598	26,34,747	19,53,313	4,87,693	3,65,770	6,61,067	10,331	3,37,786	21,131	17,267	...	15,03,813	3,97,232	41,38,560	23,50,545	1,823	4,601	23,56,969	1,78,497	7,615	1,86,112	21,70,857
1850–51 ...	7,26,796	5,45,097	18,60,327	13,73,009	25,87,123	19,18,106	4,81,408	3,61,056	6,02,998	9,422	3,38,710	21,178	66,120	...	14,89,236	3,91,656	40,76,359	23,09,762	11,851	2,212	23,23,825	1,84,116	13,036	1,97,152	21,26,673
1851–52 ...	8,68,651	6,51,491	18,82,127	13,87,362	27,50,781	20,38,853	4,41,635	3,31,226	5,34,942	8,359	2,17,871	13,617	10,340	...	12,04,988	3,53,202	39,55,769	23,92,055	3,270	3,043	23,98,368	1,83,112	13,428	1,96,540	22,01,828
Total ...	23,28,404	17,46,303	56,44,247	41,63,969	79,72,651	59,10,272	14,10,736	10,58,052	17,99,007	28,112	8,94,367	55,926	93,927	...	41,98,037	11,42,090	121,70,688	70,52,362	16,944	9,856	70,79,162	5,45,725	34,079	5,79,804	64,99,358
FROM THE SALT WORKS OF THE ISLAND OF BOMBAY.																									
1852–53 ...	576	432	15,400	11,550	15,976	11,982	2,67,433	2,00,574	3,20,790	5,012	99,400	6,212	5,460	...	6,93,083	2,11,799	7,09,059	2,23,781	...	...	2,23,781	18,556	1,939	20,496	2,03,285
FROM THE CONTINENTAL SALT WORKS.																									
1852–53 ...	9,39,688	7,04,766	19,01,137	14,04,505	28,40,825	21,09,271	1,32,585	99,772	1,13,786	1,782	3,51,298	22,162	...	...	6,00,669	1,23,716	34,41,494	22,32,987	523	4,969	22,38,481	1,71,766	11,733	1,83,499	20,54,982
Total ...	9,40,264	7,05,198	19,16,537	14,16,055	28,56,801	21,21,253	4,00,018	3,00,346	4,34,576	6,794	4,53,698	28,374	5,460	...	12,93,752	3,35,515	41,50,553	24,56,768	523	4,969	24,62,262	1,90,322	13,672	2,03,995	22,58,267
Grand Total ...	32,68,668	24,51,501	75,60,784	55,80,024	108,29,452	80,31,525	18,10,754	13,58,398	22,33,583	34,906	13,48,065	84,300	99,387	...	54,91,789	14,77,605	163,21,241	95,09,130	17,467	14,825	95,41,424	7,36,047	47,751	7,83,809	87,57,625
Average ...	8,17,167	6,12,875	18,90,196	13,95,006	27,07,363	20,07,881	4,52,688	3,39,599	5,58,395	8,726	3,37,016	21,075	24,846	...	13,72,947	3,69,401	40,80,310	23,77,282	4,366	3,706	23,85,356	1,84,012	11,937	1,95,950	21,89,406

APPENDIX J.

STATEMENT of the Total Revenue derived from the Customs' Duty on Foreign Salt imported into the Presidency of Bombay in each year, from 1849-50 to 1852-53, showing the Quantity of Salt imported from each place, and the Customs' Revenue realized thereon, at the rate of 12 Annas per Indian Maund.

Year.	Imported by Sea.										Total Imported by Sea.		Imported by Land.						Total Imported by Land.		Grand Total.	
	Persian and Arabian Gulfs.		Cutch and Scinde.		Goa.		Demaun.		Other Ports.				Across Goa Frontier.		Across Demaun Frontier.		Across Kattywar Frontier.					
	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.	Indian Maunds.	Duty.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1849-50 ..	10,904	8,178	741	541	27	20	587	440	1,109	833	13,368	10,012	1,13,580	85,185	1,762	1,322	..	..	1,15,342	86,507	1,28,710	96,519
1850-51 ..	1,867	1,400	109	55	935	701	975	731	5	4	3,891	2,891	1,24,813	93,610	1,447	1,085	1,307	980	1,27,567	95,675	1,31,458	98,566
1851-52 ..	10,048	7,536	125	94	768	576	1,760	1,320	31	23	12,732	9,549	1,06,838	80,129	759	569	1,838	1,378	1,09,435	82,076	1,22,167	91,625
Total ..	22,819	17,114	975	690	1,730	1,297	3,322	2,491	1,145	860	29,991	22,452	3,45,231	2,58,924	3,968	2,976	3,145	2,358	3,52,344	2,64,258	3,82,335	2,86,710
AT THE PORT OF BOMBAY.																						
1852-53 ..	9,340	7,005	..	..	..	..	..	..	1,715	1,287	11,055	8,292	..	..	..	..	..	..	..	..	11,055	8,292
AT CONTINENTAL PORTS AND PLACES.																						
1852-53 ..	..	..	404	303	115	86	1,060	795	..	..	1,579	1,184	1,19,827	89,871	407	305	747	560	1,20,981	90,736	1,22,560	91,920
Total ..	9,340	7,005	404	303	115	86	1,060	795	1,715	1,287	12,634	9,476	1,19,827	89,871	407	305	747	560	1,20,981	90,736	1,33,615	1,00,212
Grand Total ..	32,159	24,119	1,379	993	1,845	1,383	4,382	3,286	2,860	2,147	42,625	31,928	4,65,058	3,48,795	4,375	3,281	3,892	2,918	4,73,325	3,54,994	5,15,950	3,86,922
Average ..	8,039	6,029	344	248	461	345	1,095	821	715	536	10,656	7,982	1,16,264	87,198	1,093	820	973	729	1,18,331	88,748	1,28,987	96,730

APPENDIX K.

STATEMENT showing in Indian Maunds the Stock and Deliveries of Salt in the Presidency of Bombay in each Year from 1842–43 to 1852–53, taking the Salt Year of Account, viz., from 1st August to 31st July.

N.B.—Any slight discrepancies in the totals of this Statement are attributable to the omission of all fractions of a Maund in making the additions.

Year.	Stock.				Deliveries for Consumption in the Interior.			Deliveries for Export by Sea to Places beyond the Presidency.					Total Deliveries.	Destroyed by Floods, &c.	Total Stock disposed of.	Balance of Stock at the end of the Season.	Rates of Duty.			
	In hand at Commencement of Season.	Produced in the Season.	Foreign Imports.	Total.	Carried by Sea.	Carried by Land.	Total.	To Calcutta.	To British Ports under the Madras Presidency.	To Foreign Ports under the Madras Presidency.	To Ports and Places beyond the Continent of India.	Total.					On the Consumption of the Interior and Exports to Calcutta.	On Exports to British Ports under the Madras Presidency.	On Exports to Foreign Ports under the Madras Presidency.	On Exports to Ports and Places beyond the Continent of India.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1842–43	36,12,779	35,28,641	2,26,080	73,67,500	7,88,933	21,29,473	29,18,406	3,99,041	5,44,278	2,95,152	87,175	13,25,646	42,44,052	1,30,746	43,74,798	29,92,702	8 Annas	1 Anna	1 Anna	1 Anna
1843–44	29,92,699	48,03,523	2,19,965	80,16,190	8,20,346	21,93,679	30,14,025	5,61,811	471,886	1,12,560	26,900	11,73,107	41,87,132	82,053	42,69,185	37,47,005	,,	,,	,,	,,
Average ...	33,02,739	41,66,082	2,23,022	76,91,845	8,04,639	21,61,576	29,66,215	4,80,426	5,08,057	2,03,856	57,037	12,49,376	42,15,592	1,06,399	43,21,991	33,69,853	8 Annas	½ Anna	1 Anna	1 Anna
1844–45	37,47,005	44,02,966	1,87,229	83,37,198	6,33,977	17,81,039	24,15,016	5,62,915	5,47,083	2,40,270	7,840	13,58,108	37,73,124	66,654	38,39,778	44,97,420	8As. 1R. 12As.	¼ Anna	1 Anna	1 Anna
1845–46	44,95,390	49,45,860	1,86,648	96,27,898	6,71,260	18,22,910	24,94,170	4,53,664	5,65,994	3,80,211	4,480	14,04,349	38,98,519	1,03,810	40,02,329	56,25,569	12 Annas	,,	,,	,,
1846–47	56,25,577	31,38,292	1,47,695	89,11,564	5,51,947	16,05,230	21,57,177	4,00,250	5,13,780	3,46,732	31,160	12,91,922	34,49,099	2,69,050	37,18,149	51,93,415	,,	,,	,,	,,
Average ...	46,22,657	41,62,372	1,73,857	89,58,886	6,19,061	17,36,393	23,55,454	4,72,276	5,42,285	3,22,404	14,493	13,51,459	37,06,914	1,46,504	38,53,418	51,05,468	12 Annas	¼ Anna	1 Anna	1 Anna
1847–48	47,32,267	26,84,027	1,80,767	75,97,061	9,31,769	20,67,294	29,99,063	4,35,928	6,35,332	3,75,895	55,205	15,02,361	45,01,424	1,93,139	46,94,563	29,02,498	12 Annas	½ Anna	1 Anna	Free
1848–49	28,99,488	51,95,925	1,18,554	82,43,967	6,64,327	19,22,657	25,86,984	4,08,140	5,35,613	2,59,693	17,360	12,20,536	38,07,520	4,47,618	42,55,138	39,88,829	,,	,,	,,	,,
1849–50	39,38,969	56,14,634	1,23,710	97,27,313	7,36,824	19,06,740	26,43,564	5,16,784	6,42,682	3,57,876	17,267	15,34,609	41,78,173	5,10,275	46,88,448	50,38,865	,,	,,	,,	,,
Average ...	38,71,908	44,98,195	1,52,677	85,22,780	7,77,640	19,65,563	27,43,203	4,53,717	6,04,552	3,30,954	29,944	14,19,168	41,62,372	3,83,677	45,46,049	39,76,730	12 Annas	¾ Anna	1 Anna	Free
1850–51	50,37,443	43,86,190	1,31,468	95,55,101	7,26,796	18,60,466	25,87,262	4,81,108	6,00,443	3,38,710	66,854	14,87,115	40,74,677	1,69,234	42,44,011	53,11,090	12 Annas	¼ Anna	1 Anna	Free
1851–52	53,11,090	38,94,992	1,22,174	93,28,256	8,68,654	18,94,809	27,63,463	4,11,138	5,31,912	2,17,871	7,560	11,71,511	39,34,974	3,13,130	42,48,104	50,80,152	,,	,,	,,	,,
1852–53	50,80,152	46,94,610	1,33,617	99,08,379	9,40,444	19,16,429	28,56,873	4,06,695	4,34,576	4,51,738	16,027	13,09,036	41,65,909	2,39,410	44,05,319	55,03,060	,,	,,	,,	,,
Average ...	51,42,895	43,25,264	1,29,086	95,97,245	8,45,298	18,90,568	27,35,866	4,33,080	5,33,320	3,36,106	30,147	13,22,654	40,58,520	2,40,624	42,99,144	52,98,100	12 Annas	¼ Anna	1 Anna	Free

APPENDIX L.

STATEMENT showing the several cases of Smuggling of Salt which were brought to notice, and officially enquired into, during the years 1851, 1852, and 1853, at the Frontier Customs and Preventive Stations of the Bombay Presidency.

TALOOKAS.	Years.	Number of Cases.	PARTICULARS OF CASES.					
			Quantity Seized.	Quantity Confiscated.	Quantity Released on payment of Fine, &c.	Quantity Released in the absence of proof.	Quantity Returned to the Salt Heaps.	Destroyed.
1	2	3	4	5	6	7	8	9
GUZERAT DIVISION.			M. S. T.	M. S. T.	M. S. T.	M. S. T.	M. S. T.	M. S. T.
Bugwara (Portuguese frontier of the Demaun District)	1851	189	437 25 45	436 29 40	0 35 5	...	...	0 1 0
	1852	166	464 10 63	463 22 2	...	0 28 41	...	0 0 20
	1853	292	920 18 18	920 18 18	...	...	...	...
Total		647	1,822 14 46	1,820 29 60	0 35 5	0 28 41	...	0 1 20
Gogo (frontier of the Kattywar District) ...	1851	25	5 15 0	4 11 0	0 23 40	...	...	0 20 40
	1852	18	12 34 60	12 15 0	0 1 60	0 9 40	...	0 8 40
	1853	8	13 7 0	12 21 60	0 25 20	...	...	...
Total		51	31 16 60	29 7 60	1 10 10	0 9 40	...	0 29 0
Dhundooka (frontier of the Kattywar District) ...	1851	109	22 8 7	18 0 52	1 7 75	2 33 40	...	0 6 0
	1852	96	10 32 51	10 12 11	0 18 65	0 1 20	...	0 0 35
	1853	84	61 12 74	20 9 52	...	41 0 73	...	0 2 29
Total		289	94 13 52	48 22 35	1 26 60	43 35 53	...	0 8 64
Dholka and Veerumgaum (frontier of the Native States north of Guzerat)	1851	59	308 34 10	173 17 70	23 11 20	112 5 0	...	...
	1852	25	364 9 10	337 35 10	1 34 0	24 20 0	...	...
	1853	12	178 39 40	178 39 40	...	...	...	...
Total		96	852 2 60	690 12 40	25 5 20	136 25 0	...	...
Grand Total		1,083	2,800 7 58	2,588 32 35	28 36 45	181 18 54	...	0 39 4
KONKUN DIVISION.								
Mahim and Tarrapoor (frontier of the Raja of Jowar's District)	1851	2	48 0 0	8 0 0	40 0 0	...	...	...
	1852	1	54 20 20	...	54 20 20	...	...	...
	1853	5	177 11 40	126 18 40	...	50 33 0	...	...
Total		8	279 31 60	134 18 40	94 20 20	50 33 0	...	...
Oomergaum (Portuguese frontier of the Demaun District)	1851	2	0 35 0	0 35 0	...	...	...	...
	1852	2	0 18 0	0 18 0	...	...	...	...
	1853	4	7 17 0	7 17 0	...	...	...	...
Total		8	8 30 0	8 30 0	...	...	...	...
Rygur (frontier of the Hubshee of Zinjeera's Territory)	1851	2	9 26 0	9 26 0	...	...	...	...
	1852	7	8 18 40	8 18 40	...	...	...	...
	1853	9	1 20 60	0 17 40	1 0 0	...	...	0 3 20
Total		15	19 25 20	18 22 0	1 0 0	...	...	0 3 20
Rajpooree (frontier of the Hubshee of Zinjeera's Territory)	1851	...	...	...	...	...	...	...
	1852	...	...	...	...	...	...	...
	1853	4	0 30 40	0 10 40	...	...	...	0 20 0
Total		4	0 30 40	0 10 40	...	...	...	0 20 0
Malwan (Portuguese frontier of the Goa District)	1851	1	1 2 0	1 2 0	...	...	...	...
	1852	2	5 30 0	5 30 0	...	...	...	...
	1853	8	28 29 0	28 29 0	...	...	...	...
Total		11	35 21 0	35 21 0	...	...	...	...
Beedee (Portuguese frontier of the Goa District)	1851	29	31 18 20	19 35 60	11 22 40	...	...	...
	1852	27	44 11 60	7 6 40	35 22 0	1 23 20	...	...
	1853	10	26 17 35	26 17 0	0 0 35	...	...	...
Total		66	102 7 35	53 19 20	47 4 75	1 23 20	...	...
Waree (Portuguese frontier of the Goa District)	1851	39	40 29 40	35 5 40	5 24 0	...	...	...
	1852	125	161 11 40	129 13 20	3 20 20	28 18 20	...	0 0 60
	1853	139	172 15 0	171 8 0	1 7 0	...	...	...
Total		303	374 16 0	335 25 60	10 11 20	28 18 20	...	0 0 60
Grand Total		415	821 1 75	586 27 0	152 36 35	80 34 40	...	0 24 0

ABSTRACT.

DIVISIONS.	PARTICULARS.						
	Number of Cases.	Quantity Seized.	Quantity Confiscated.	Quantity Released on payment of Fine, &c.	Quantity Released in the absence of proof.	Quantity Returned to the Salt Heaps.	Destroyed.
	3	4	5	6	7	8	9
		M. S. T.	M. S. T.	M. S. T.	M. S. T.	M. S. T.	M. S. T.
Guzerat	1,083	2,800 7 58	2,588 32 35	28 36 45	181 18 54	..	0 39 4
Konkun	415	821 1 75	586 27 0	152 36 35	80 34 40	..	0 24 0
Total ..	1,498	3,621 8 53	3,175 19 35	181 33 0	262 13 14	..	1 23 4

APPENDIX M.

Statement showing the several Cases of Smuggling of Salt which were brought to notice, and officially inquired into, during the Years 1851, 1852, and 1853, at the Salt Works in each Talooka of the Bombay Presidency.

Talookas.	Years.	Particulars of Cases.						
		Number of Cases.	Quantity Seized.	Quantity Confiscated.	Quantity released on payment of fine, &c.	Quantity released in the absence of proof.	Quantity returned to the Salt Heaps.	Destroyed.
1	2	3	4	5	6	7	8	9
GUZERAT DIVISION.			M S T	M S T	M S T	M S T	M S T	M S T
Olpar	1851	8	18 12 0	14 33 0	..	..	..	3 19 0
	1852	9	3 12 20	1 36 0	..	..	1 10 20	0 6 0
	1853	6	1 25 40	0 9 0	..	..	..	1 16 40
Total	..	23	23 9 60	16 38 0	..	..	1 10 20	5 1 40
Bulasur	1851	2	54 27 0	0 17 0	0 10 0	54 0 0	..	..
	1852	1	0 3 0	..	..	..	0 3 0	..
	1853	6	0 30 40	0 3 60	..	..	0 25 0	0 1 60
Total	..	9	55 20 40	0 20 60	0 10 0	54 0 0	0 28 0	0 1 60
Chowrasee	1851	1	0 14 0	0 14 0	..	..	..	..
	1852	3	4 27 37	..	..	..	4 27 37	..
	1853	2	0 12 0	..	..	..	0 11 0	0 1 0
Total	..	6	5 13 37	0 14 0	..	..	4 38 37	0 1 0
Marolee	1851	12	7 6 60	6 39 20	..	..	0 7 40	..
	1852	10	11 11 30	3 37 0	..	..	6 34 0	0 20 30
	1853	3	0 6 4	..	..	..	0 2 4	0 4 0
Total	..	25	18 24 14	10 36 20	..	..	7 3 44	0 24 30
Parchole	1851	11	10 33 0	7 30 40	..	..	..	3 2 40
	1852	12	6 20 57	6 2 30	..	0 17 67	0 0 40	..
	1853	3	7 6 0	5 5 0	..	..	1 39 0	0 2 0
Total	..	26	24 19 57	18 37 70	..	0 17 67	1 39 40	3 4 40
Bulsar	1851	4	2 14 40	2 14 40	..	..	..	..
	1852	5	1 24 0	0 28 0	..	..	0 21 0	15 0 0
	1853	7	2 28 40	0 19 0	..	..	2 9 40	..
Total	..	16	6 27 0	3 21 40	..	..	2 30 40	15 0 0
Parnara	1851	8	3 10 60	3 5 60	..	..	0 5 0	..
	1852	1	0 15 0	0 15 0	..	..	..	..
	1853	1	9 35 60	9 35 60	..	..	..	..
Total	..	10	13 21 40	13 16 40	..	..	0 5 0	..
Bugwara	1851	2	1 10 0	1 10 0	..	..	..	..
	1852	1	0 0 40	0 0 40	..	..	..	..
	1853	..	..	..	..	..	..	..
Total	..	3	1 10 40	1 10 40	..	..	..	..
Hansole	1851	1	0 7 0	0 7 0	..	..	..	..
	1852	..	..	..	..	..	..	..
	1853	1	55 5 0	55 5 0	..	..	..	..
Total	..	2	55 12 0	55 12 0	..	..	..	..
Ahmode	1851	1	16 0 0	16 0 0	..	..	..	..
	1852	1	1 18 0	..	..	..	..	1 18 0
	1853	1	1 15 0	..	..	..	..	1 15 0
Total	..	3	18 33 0	16 0 0	..	..	..	2 33 0

Statement, &c.,—*continued.*

Talookas.	Years.	Particulars of Cases.						
		Number of Cases.	Quantity Seized.	Quantity Confiscated.	Quantity released on payment of fine, &c.	Quantity released in the absence of proof.	Quantity returned to the Salt Heaps.	Destroyed.
1	2	3	4	5	6	7	8	9
			M S T	M S T	M S T	M S T	M S T	M S T
GUZERAT DIVISION,—*continued.*								
Broach	1851	..	..	..	..	..	..	..
	1852	3	18 12 60	10 15 0	..	6 0 0	0 3 60	1 34 0
	1853	..	..	..	..	..	..	..
Total	..	3	18 12 60	10 15 0	..	6 0 0	0 3 60	1 34 0
Jumboosur	1851	1	0 3 40	..	..	..	..	0 3 40
	1852	1	2 5 0	2 5 0	..	..	..	..
	1853	1	0 11 0	0 11 0	..	..	..	..
Total	..	3	2 19 40	2 16 0	..	..	..	0 3 40
Cambay	1851	..	0 32 0	0 32 0	..	..	..	..
	1852	4	1 31 40	0 4 40	..	..	0 20 0	0 36 0
	1853	4	1 33 0	..	..	..	0 36 0	..
Total	..	8*	4 16 40	0 36 40	..	..	1 16 0	0 36 0
Unwurpoor	1851	3	1 0 75	..	..	..	0 35 75	0 5 0
	1852	2	6 28 40	2 21 40	..	..	4 7 0	..
	1853	..	..	..	..	..	..	..
Total	..	5	7 29 35	2 21 40	..	..	5 2 75	0 5 0
Jinjoowara	1851	1	0 21 0	..	..	..	0 21 0	..
	1852	2	16 5 0	3 5 0	..	..	13 0 0	..
	1853	1	6 0 0	6 0 0	..	..	..	..
Total	..	4	22 26 0	9 5 0	..	..	13 21 0	..
Pattree	1851	1	4 30 0	4 30 0	..	..	..	..
	1852	6	95 31 66	88 33 15	6 20 0	..	0 1 51	0 17 0
	1853	1	0 2 30	..	..	..	0 2 30	..
Total	..	8	100 24 16	93 23 15	6 20 0	..	0 4 1	0 17 0
Dhundooka	1851	3	39 15 4	0 3 0	39 12 0	..	..	0 0 14
	1852	3	0 6 4	0 6 4	..	..	..	..
	1853	2	0 6 67	0 0 72	..	..	..	0 5 75
Total	..	8	39 28 5	0 9 76	39 12 0	..	..	0 6 9
Grand Total	..	162	418*28 4	256 14 41	46 2 0	60 17 67	39 2 77	15 22 59
KONKUN DIVISION.								
Cullian	1851	6	771 3 40	2 7 0	768 36 40	..	..	..
	1852	3	158 36 0	18 36 0	140 0 0	..	..	..
	1853	8	891 26 0	176 16 0	520 0 0	195 10 0	..	..
Total	..	17	1,821 25 40	197 19 0	1428 36 40	195 10 0	..	..
Salsette	1851	7	27 13 46	25 32 0	..	1 14 40	0 7 6	..
	1852	27	686 8 60	386 27 40	230 0 0	69 21 20	..	..
	1853	1	0 19 0	0 19 0	..	..	..	..
Total	..	35	714 1 26	412 38 40	230 0 0	70 35 60	0 7 6	..
Bellapoor	1851	3	0 20 3	0 20 0	..	..	0 0 3	..
	1852	4	2 18 60	0 28 60	..	..	1 30 0	..
	1853	2	2 15 70	2 15 70	..	..	..	..
Total	..	9	5 14 53	3 24 50	..	..	1 30 3	..
Trombay	1851	..	..	..	..	..	..	..
	1852	2	1 5 10	..	..	..	1 3 30	0 1 60
	1853	1	0 0 62	..	..	..	0 0 62	..
Total	..	3	1 5 72	..	..	..	1 4 12	0 1 60

Statement, &c.,—*continued.*

Talookas.	Years.	Particulars of Cases.											
		Number of Cases.	Quantity Seized.			Quantity Confiscated.			Quantity released on payment of fine, &c.			Quantity released in the absence of proof.			Quantity returned to the Salt Heaps.			Destroyed.		
			M	S	T	M	S	T	M	S	T	M	S	T	M	S	T	M	S	T
1	2	3	4			5			6			7			8			9		
KONKUN DIVISION,—*continued.*																				
Gorebunder	1851	11	86	12	60	1	10	0	..			85	2	60	..			..		
	1852	5	103	7	0	1	5	0	..			100	0	0	2	2	0	..		
	1853	4	264	20	0	4	20	0	260	0	0	..			..			..		
Total	..	20	453	39	60	6	35	0	260	0	0	185	2	60	2	2	0	..		
Panwell	1851	40	636	33	40	82	15	40	397	0	0	154	8	0	2	20	0	0	30	0
	1852	33	200	18	30	28	37	30	..			163	0	0	6	37	0	1	24	0
	1853	24	476	33	5	36	2	0	396	0	0	31	19	65	5	10	0	8	1	20
Total	..	97	1,314	4	75	147	14	70	793	0	0	348	27	65	14	27	0	10	15	20
Bassein	1851	18	29	20	17½	14	11	0	..			0	2	40	13	18	25½	1	28	32
	1852	18	248	19	66	139	26	66	..			17	21	0	87	33	0	3	19	0
	1853	10	21	36	0	8	32	0	..			..			9	38	0	3	6	0
Total	..	46	299	36	3½	162	29	66	..			17	23	40	111	9	25½	8	13	32
Mahim and Tarrapore	1851	1	0	10	40	0	10	40	..			..			..			..		
	1852	5	18	3	36½	16	16	0	..			0	20	60	..			1	6	56½
	1853	5	82	8	40	1	33	0	..			79	8	40	..			1	7	0
Total	..	11	100	22	36½	18	19	40	..			79	29	20	..			2	13	56½
Oomergaum	1851	5	13	30	0	0	16	0	..			13	14	0	..			..		
	1852	8	7	30	0	7	30	0	..			..			..			..		
	1853	6	15	24	0	15	24	0	..			..			..			..		
Total	..	19	37	4	0	23	30	0	..			13	14	0	..			..		
Oorun	1851	12	275	26	0	2	15	40	17	5	0	250	0	0	6	5	40	..		
	1852	4	2	10	0	0	15	0	..			..			1	35	0	..		
	1853	7	23	9	0	5	35	0	..			..			17	14	0	..		
Total	..	23	301	5	0	8	25	40	17	5	0	250	0	0	25	14	40	..		
Sanksey	1851	21	42	9	20	4	19	20	..			..			32	31	0	4	39	0
	1852	18	50	32	20	7	16	60	..			..			43	15	40	..		
	1853	29	68	39	70	32	13	30	..			..			24	25	40	12	1	0
Total	..	68	162	1	30	44	9	30	..			..			100	32	0	17	0	0
Poenar	1851	17	17	15	0	12	7	40	..			0	25	0	2	12	40	2	10	0
	1852	14	25	3	60	7	10	0	..			..			17	15	60	0	18	0
	1853	6	6	25	40	..			..			..			5	12	40	0	13	0
Total	..	37	48	4	20	19	17	40	..			0	25	0	25	0	60	3	1	0
Alibag	1851	15	19	22	0	11	6	40	1	12	0	6	11	40	0	8	0	0	24	0
	1852	15	28	16	0	8	2	0	8	20	0	7	25	0	3	33	0	0	16	0
	1853	12	38	27	0	19	18	0	4	28	0	11	34	0	0	3	0	2	24	0
Total	..	42	86	25	0	38	26	40	14	20	0	25	30	40	4	4	0	3	24	0
Rajpooree	1851	7	6	24	40	2	27	0	2	25	0	..			0	31	0	0	21	40
	1852	12	14	8	0	8	25	0	..			4	0	0	..			1	23	0
	1853	11	11	26	40	4	3	40	..			..			4	10	0	3	13	0
Total	..	30	32	19	0	15	15	40	2	25	0	4	0	0	5	1	0	5	17	40
Raighur	1851	2	256	0	20	..			4	0	0	252	0	20	..			..		
	1852	3	965	21	0	18	0	0	3	21	0	944	0	0	..			..		
	1853	1	1	0	0	..			1	0	0	..			..			..		
Total	..	6	1,222	21	20	18	0	0	8	21	0	1,196	0	20	..			..		
Rutnagherry	1851	10	55	18	0	5	17	0	..			45	24	0	4	17	0	..		
	1852	12	37	33	40	31	15	40	..			2	13	0	0	14	0	3	31	0
	1853	25	32	1	64	25	11	0	..			5	0	24	1	15	40	0	15	0
Total	..	47	125	13	24	62	3	40	..			52	37	24	6	6	40	4	6	0

Statement, &c.,—*continued.*

Talookas.	Years.	Particulars of Cases. Number of Cases.	Quantity Seized.	Quantity Confiscated.	Quantity released on payment of fine, &c.	Quantity released in the absence of proof.	Quantity returned to the Salt Heaps.	Destroyed.
1	2	3	4	5	6	7	8	9
			M S T	M S T	M S T	M S T	M S T	M S T
KONKUN DIVISION,—*continued.*								
Vizadroog	1851	2	691 0 0	..	327 0 0	364 0 0	..	..
	1852	19	981 3 0	16 1 0	954 0 0	11 2 0	..	..
	1853	1	376 0 0	7 0 0	369 0 0	..	..	..
Total	..	22	2,048 3 0	23 1 0	1,650 0 0	375 2 0	..	..
Malwan	1851	50	191 8 75	74 5 5	..	23 19 35	5 8 30	85 16 5
	1852	59	74 3 70	37 26 40	..	29 7 0	7 7 40	0 2 70
	1853	47	43 27 10	26 20 0	..	5 32 40	8 38 0	2 16 50
Total	..	156	308 39 75	138 11 45	..	61 18 75	21 13 70	87 35 45
Unjunwell	1851	2	50 19 0	50 19 0	..	..	..	..
	1852	3	231 20 0	4 20 0	198 0 0	29 0 0	..	..
	1853	1	291 30 0	3 30 0	288 0 0	..	..	..
Total	..	6	573 29 0	58 29 0	486 0 0	29 0 0	..	..
Grand Total	..	694	9,656 35 55	1,399 30 61	4,890 27 40	2,905 17 4	318 32 16½	142 8 13½

ABSTRACT.

Divisions.	Particulars. Number of Cases.	Quantity Seized.	Quantity Confiscated.	Quantity released on payment of fine, &c.	Quantity released in the absence of proof.	Quantity returned to the Salt Heaps.	Destroyed.
	3	4	5	6	7	8	9
		M S T	M S T	M S T	M S T	M S T	M S T
Guzerat	162	*418 28 4	256 14 41	46 2 0	60 17 67	39 2 77	15 22 59
Konkun	694	9,656 35 55	1,399 30 61	4,890 27 40	2,905 17 4	318 32 16½	142 8 13½
Total	856	10,075 23 59	1,656 5 22	4,936 29 40	2,965 34 71	357 35 13½	157 30 72½

* The deficiency of 1 maund 8 seers in the particulars of these amounts belongs to a decided case, which was pending a reference to the Nawab of Cambay.

APPENDIX N.

Draft Act and Papers relating thereto.

No. 1.—Memorandum prepared by Mr. Acland, the Companys' Solicitor at Bombay, for the opinion of the Advocate-General.

No. 2.—Extract, Paras 2 to 8, of a letter, No. 209, dated the 21st of April, 1852, from Mr. Acland, the Company's Solicitor, to the Government of Bombay, submitting the Draft of an Act for Consolidating and Amending the Law relating to the Salt Duties in Bombay.

No. 3.—Draft Act.

Appendix N.—No. 1.

Memorandum prepared by Mr. Acland, the Company's Solicitor at Bombay, for the opinion of the Advocate-General.

The Collector of Land Revenue lately applied to the Company's Solicitor, not officially, to make some alteration in the form of bond taken from salt exporters to secure the duty on salt.

Upon referring to the various Acts and Notifications of Government respecting the salt excise, it appeared to the Company's solicitor to be doubtful whether the duties now actually levied were those directed by the law, and also whether the law authorised the system of deferring payment of the duty till after export and taking security for it.

The following appear to be the legislative enactments providing for the levy of the duty, viz. :—

Act 27, of 1837.
„ 16, of 1844.
„ 31, of 1850.
„ 1, of 1852.

The following appear to be the notifications of Government published respecting the levy of the duty, not having the force of legislative enactment, viz. :—

Notification dated 20th February, 1838.
„ 20th June, 1838.
„ 31st October, 1838.
„ 15th April, 1839.
„ 7th June, 1839.
„ 14th September, 1844,
and the Collector's Notification of 2nd December, 1846.

It will be seen that Act 27, of 1837, appears to be still the law under which the Excise Duty is enforced, though the rate of duty fixed by that Act was raised to one rupee a maund by Act 16, of 1844, on all salt delivered from any salt work in the Presidency of Bombay, and which duty was, by the Notification of 14th September, 1844, reduced to 12 annas a maund.

The practice under these Acts and notifications I understand to be as follows :—

Under Notifications, 20th June, 1838, and 15th April, 1839, 31st October, 1838, and 7th June, 1839 (the period of 3 months in which has been extended to 6 months, by orders), a duty of $\frac{1}{4}$ anna per maund is levied on salt destined for ports under the Madras Government, and 1 anna per maund on salt destined for Cochin and Quilon, and the exporter enters into a bond, on exporting, by which he is bound with sureties to pay the full duty of 12 annas (as per Notification of September, 1844), on failing to produce in six months a certificate of the salt being duly landed at such ports.

As to salt exported from the Bombay Presidency to Bengal, a duty of 12 annas is paid, not levied at the time of removal, but an engagement is entered into for the payment of it in 3 months.—See Notification of February, 1838.

As to salt exported to ports, British or foreign, not in India or Ceylon, it passes out free.—See Notification of 2nd December, 1846.

Except as above mentioned 12 annas a maund is levied on salt before its removal from the pans.

The Advocate-General is referred to the accompanying Government letters, and is requested to advise—

To what extent the practice is legal, and whether it, or any part of it, requires to be legalised by enactment.

Opinion of the Advocate-General.

The reduction, by Government Notification, of the tax from the amount fixed by legislative enactment is, I think, illegal, and any practice in the mode or time of payment of the tax varying from that directed by the Act is, I think, illegal also; and to legalise it a fresh enactment is necessary.

A. S. Le Messurier,
Advocate-General.

3rd March, 1852.

Appendix N.—No. 2.

Extract, Paragraphs 2 to 8, of a letter, dated the 21st of April, 1852, from Mr. Acland, the Company's Solicitor, to the Government of Bombay, submitting the draft of an Act for consolidating and amending the law relating to the Salt Duties in Bombay.

2. This Act is desirable on two grounds; first, because although the law imposes a duty of one rupee on all salt made in, or imported into, the territory subject to the Government of Bombay, the duties actually levied are different, viz.: on export to Bengal, the duty is 12 annas per maund; to Madras, ¼ anna per maund; to Cochin and Travancore, one anna per maund; to ports not in India or Ceylon no duty is levied, and to other ports 12 annas per maund.

3. The second ground is, that although the law does not expressly allow payment of duty to be deferred, it is the practice to allow it to be, Government taking security for payment at a future time. Whether or no such securities are strictly legal, from some observations made by the Judges in a late case in the Supreme Court, it is doubtful whether, if the points were argued, the Court might not hold against its jurisdiction in respect to the securities, as concerning the revenue, and the Revenue Court in the Presidency has not, in such cases, by express enactment, jurisdiction, which, if it has, it has only by implication under a somewhat vague regulation; and, even if the Supreme Court or the Revenue Court in the island had jurisdiction, it still appears desirable that the law should be amended by giving, both here and in the Mofussil, a summary remedy to the collectors by distress and sale for enforcing such securities, instead of a suit being necessary to recover duties due before accepting the security, and payment of which duties would only have been postponed as an indulgence and accommodation to the trader.

4. The Advocate-General agrees with me as to the Act being a desirable one, as will be seen by his opinion on a memorandum sent to him, and of which a copy is annexed, and he has perused and signed the draft Act.

5. The draft Act repeals the existing Acts, respecting duty on salt in Bombay, and fixes the duty at twelve annas per maund, the amount fixed by the Court of Directors, and notified in the Bombay Government Gazette of September, 1844, subject to a power given to the Bombay Government of whole or partial remission, according to the place of export or otherwise, Government taking security for payment if deferred, according to a form suggested, to be enforced, if necessary, by distress and sale of the defaulter's property, with power, however, to persons thinking themselves aggrieved, to apply to the Revenue Judge in the island, or a Company's Judge in the Mofussil, from whose decision an appeal is to lie to the Sudder Adawlut, and the Revenue Judge in the island is to have jurisdiction over contracts for purchase of salt from Government.

6. The provisions of the existing Acts giving Government power to fix who shall collect duties, and the powers for searching for smuggled salt, &c., are preserved, and salt is not to be removed without a pass, or manufactured without licence.

7. The Supreme Court is not to interfere in acts done under the Act.

8. If the Government approves generally of the draft Act, I would suggest, before it is sent to Calcutta, that it should be submitted to the Heads of departments now employed in collecting the salt duties, who may report whether the details of the Act are such as to make it probable that it will work easily.

Appendix N.—No. 3.

Draft of an Act for Consolidating and Amending the Law relating to the Salt Duties in Bombay, drawn by Mr. Acland, the Company's Solicitor, and approved by Mr. Le Messurier, the Advocate-General.

Whereas by Act 16, of 1844, all salt manufactured in, or imported into, the territories, subject to the Government of the Presidency of Bombay, is made subject to a duty of one Company's rupee per maund of 3,200 tolas-weight; but, under the orders of the Court of Directors, as notified by the Bombay Government in the Bombay Government Gazette, under date the 14th September, 1844, such duty was declared to be reduced to 12 annas per maund.

And whereas, in practice and under various orders and notifications of the Bombay Government, salt is now exported from ports under the Government of Bombay at duties at the following rates: namely, to ports under the Bengal Government at the rate of 12 annas per maund; to ports under the Madras Government at the rate of $\frac{1}{4}$ anna per maund; to ports in the Cochin and Travancore territories at the rate of 1 anna per maund; to any ports, British or foreign, not on the Continent of India or in the Island of Ceylon, free of duty; and to any other ports at the rate of 12 annas per maund; and it has been the practice, in some cases, to allow the persons exporting salt time for payment of the duties thereon, upon their giving security, guaranteeing, when the full duty of 12 annas per maund is payable, payment of such full duty; and, in cases where less than the full duty of 12 annas per maund is levied, payment of the full duty, namely, 12 annas per maund, in the event of evidence not being forthcoming within a stipulated time of the salt exported being landed at the port, on export to which the reduced duty is levied.

1. It is enacted that Act 27, of 1837, Act 16, of 1844, Act 31, of 1850, and such parts of the schedules to Act 1, of 1852, as relate to salt, shall be repealed, except so far as the same repeal any other Acts or regulations, and except as to all duties due on, and all engagements entered into, for payment of duty on salt made in, or exported from, or imported into any place under the Bombay Government, at the time of the passing of this Act, which duty or engagements shall remain due and in force, notwithstanding this Act.

2. All salt imported by land or sea into any part of the territories subject to the Government of Bombay (except when imported from any other part of such territories, and covered by a pass, as hereinafter mentioned) shall be liable to import duty, at the rate of 12 annas per maund; and salt manufactured in any part of such territories shall be liable, on removal from the place of manufacture, to a duty at the same rate.

3. The Governor in Council of Bombay may, from time to time, by public notification, authorise the officers appointed to collect the duty to remit the whole or any portion of the full duty of 12 annas per maund, according to the port to which it is intended to export salt or otherwise, and to give such time for payment of duty, and to make such conditions and exact such terms on such remission or giving time for payment of duty, as to the said Governor in Council shall seem fit; but, in all cases in which any time is given for payment of duty, or duty is not absolutely remitted, the person who may have to pay the same shall give security, with two sureties to be approved by the officer taking the security, which security may be according to a form similar to that in Schedule A to this Act.

4. All duties on salt shall be collected by such officer or officers of the revenue department as the Governor in Council of Bombay shall, from time to time, appoint and notify in the Government Gazette; and such officer so appointed, in addition to the powers hereinafter given, shall, on the import or export of salt on which duty is due, have the same powers for collecting and enforcing payment of the import and export duty thereon as may be lawfully exercised with respect to other customable articles, save where the same would be inconsistent with this Act.

5. No person shall manufacture salt in any part of the said territories without a licence from the officer or officers appointed to collect the duties for the district in which the manufacture shall take place, which licence shall specify the pans which the grantee of the licence may work. Provided always that, as to any pan in work at the passing of this Act, no licence shall be refused unless the pan shall remain unworked for three consecutive seasons.

6. On payment of duty, or on security given for payment of duty, a pass, stating the amount of duty paid or security given, and the quantity of salt for which the same shall be paid or given, shall be granted by the officer receiving payment or taking the security, which pass shall be a permit for removal of the

quantity of salt therein stated within the territories, subject to the Government of Bombay, and shall be evidence that duty has been paid, or security given for payment of duty on such quantity of salt; but no pass granted on import shall free any salt from export duty, if re-exported, nor shall any pass for salt manufactured in the territories subject to the Government of Bombay free salt from import duty, if re-imported into such territories from any other place; and on export of any salt to any place beyond the said territories the pass produced in respect thereof shall be cancelled at the Customs Department, wholly or to the extent of the salt exported, but the exporter shall, on such cancellation, be entitled to a certificate of the duty paid or secured on the salt so exported, and the passes to be granted may be according to the forms in Schedule B to this Act.

7. Any such officer or officers appointed, as aforesaid, in the district for which he is appointed, may, by himself or by his agent, authorised by warrant in writing under his hand, have free passage, at all times, over all salt works and pans, and places wherein salt is stored, or supposed to be stored, and may search any vehicle suspected of containing salt; and any such officer appointed, as aforesaid, may, by himself or his agent authorised as aforesaid, seize all salt suspected of being or having been removed, not covered by a pass, and all salt suspected of being manufactured in the territories subject to the Government of Bombay, save under such licence as aforesaid; and any such officer appointed as aforesaid may confiscate any salt proved to his satisfaction to be or have been removed without a pass, or to have been manufactured in such territories, save under such licence as aforesaid; and such warrants may be according to the form in Schedule C to this Act.

8. Any security given under this Act may be realized and enforced by any person appointed to collect duties under this Act, by seizure and sale of any property whatsoever, of which the person giving the security, and his sureties or their representatives, are the ostensible owners, under a warrant to be granted by any such officer, which may be according to the form in Schedule D to this Act.

9. The Supreme Court shall have no jurisdiction to inquire into or prohibit any act, matter, or thing done or about to be done under, or under colour of this Act, and a certificate of any Secretary to Government shall be conclusive evidence of the act, matter, or thing complained of being done, under, or under colour, of this Act; but if any person shall consider himself aggrieved by any such act, matter, or thing, he or she may apply to the Revenue Judge at the presidency, or to the Judge or Assistant Judge in the Mofussil district, within whose jurisdiction the act, matter, or thing complained of shall have occurred, who shall summon before him all parties concerned, or whose evidence he shall think requisite, and after due examination, make such order in the matter as he shall think justice requires, which shall be binding on all parties concerned, and may be enforced by such Revenue or other Judge, by committal for such term as he shall think fit, not exceeding if any person disobeying the same; but any person may appeal against any such order to the Sudder Adawlut, according to the general rules of that court.

10. All contracts for purchase of any salt in the islands of Bombay and Colaba sold by the Bombay Government may be enforced by suit in the court of the Revenue Judge at Bombay with a like power of appeal, and in which court suits shall be prosecuted in the same way as suits in the Zillah courts in the Mofussil, and the judgments of the Revenue Judge shall be enforced in like manner as the judgments of such courts, but by an officer to be appointed by such Revenue Judge.

11. Any person wilfully obstructing any servant of Government in executing this Act, shall be liable to a fine not exceeding , and any person committing or attempting to commit any fraud upon the Government against this Act, shall be liable to a fine not exceeding , and any servant of Government accepting any consideration for doing or forbearing to do any act falling within his official duty under this Act, shall be liable to a fine not exceeding , and any such fines as may be adjudged and levied by the Revenue Judge at the presidency, or any Judge or Assistant Judge in the Mofussil, who, in default of payment may commit the offender to prison for not exceeding months.

12. Any person fraudulently counterfeiting any pass or security shall be guilty of forgery, and may be prosecuted in the Supreme Court, if the offender is otherwise subject to its jurisdiction.

(See next page for forms.)

A. S. Le Messurier,
Advocate-General.

Schedule A.

By this security, given under Act , of , it is witnessed that A, of , having been granted a pass for maunds of salt by B, Collector of , the said A and C and D, his securities, hereby undertake, on or before the day to produce to the officer holding this security evidence of maunds of salt having been landed at , and in such case to pay to the Bombay Government or its officers the sum of rupees , for duty thereon, or, failing such production of such evidence, to pay the sum of rupees , for duty thereon; and it is agreed that the officer holding this security shall be the judge of the sufficiency of the evidence produced, [and any other terms and conditions sanctioned by Government]. Dated

Signature.

Witness

Schedule B.

This pass, granted under Act , of , evidences that A, of did, on the day of pay to B, Collector of , rupees , for duty on maunds of salt, manufactured at , or did [state particulars of security, if given], and this pass is to permit the removal, within the territories subject to the Government of Bombay, of maunds of salt, and evidences payment of rupees duty thereon [or security being given for rupees , for duty thereon]. Dated

For salt manufactured in the territories subject to the Government of Bombay.

Signature of Collector.

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2. This pass, granted under Act , of , evidences that A, of , did, on the day of pay to B, Collector of , rupees , for duty on maunds of salt, imported into the territories, subject to the Government of Bombay, at , on and this pass is to permit the removal of maunds of salt from within such territories, to , until Dated

For salt imported into such territories.

Signature of Collector.

Schedule C.

This warrant, granted under Act , is to authorize , of , to enter and search [state place or vehicle] and all salt found therein suspected [as the case may be] to be or have been removed without a pass, or imported without payment of duty, or to have been manufactured without licence, to seize and hold, or bring before me, until further orders. Dated

Signature of Collector.

Schedule D.

This warrant, granted under Act , is to authorize , of , to levy the sum of rupees by seizure and, if necessary, by sale, after ten days' notice, of immoveable or moveable property ostensibly the property of

Signature of Collector.

APPENDIX O.

Papers relating to the Question of Weighing or Measuring Salt.

No. 1.—Lieut. A. De Lisle, Bombay Engineers to the Government of Bombay, dated July 16, 1851.

Enclosures.

No. 1. Table of Measures.

No. 2. Table of Measurements.

No. 3. Two Diagrams.

No. 4. Diagrams of Salt Experiments.

No. 5. Ditto of ditto ditto.

No. 6. Sketch of a Weighing Machine.

No. 2.—Lieut. A. De Lisle to the Government of Bombay, November 13, 1851.

Enclosure.

A. Abstract of Experiments.

No. 3.—Extract of a Letter from the Bengal Board of Revenue to the Government of Bengal.

Appendix O.—No. 1.

Two Reports, by Lieutenant De Lisle, of the Bombay Engineers, on the Question of Weighing or Measuring Salt.

To H. E. Goldsmid, Esquire, Secretary to Government.

Territorial Department, Revenue,
Bombay, July 16, 1851.

Sir,

WITH reference to your letter of the 28th of February, 1851, and its accompaniments, I have the honor to submit the following Report on the question of Weighing or Measuring Salt, together with a sheet of Diagrams, and a sketch of a Weighing Machine.

2. It appears, on examination of the extracts of correspondence forwarded with your letter, that the problem to be solved is principally to devise some mode of measuring or weighing salt, which shall ensure the delivery, at the ports along the coast, of the same quantity of salt that was shipped at Bombay, at least within narrow limits; also, that the great obstacle to the attainment of this object hitherto has been the diversity of the measures used, and the erroneous mode of computing the equivalents of the Indian maund. Object to be attained.

3. This will be clearly seen on inspection of the Table of Measures,* and its corresponding diagram,† in which the dimensions and cubical contents in inches of each local measure are given, and also the number of cubic inches supposed to represent the Indian maund, according to the calculations given in the extracts of correspondence, for each of the ports along the coast. These are shown graphically in the right hand upper diagram. The standard measure here is supposed to be 2,950, but it will be seen that those actually in use are somewhat less, and, for distinction's sake, I shall call them the Bombay measure. Comparison of Measures.

4. Of these measures the Malabar phara approaches nearest to that of Bombay in shape, and will consequently admit of fair comparison. From their respective cubic contents, it appears that a shipper, having taken 1,000 maunds at the salt pans, need only send 812 to Calicut to get his certificate for the full quantity; so that he can smuggle, or otherwise dispose of the difference, viz., 188 measures; of course in this calculation I suppose no loss to have occurred from waste. Calicut Phara compared.

5. It is very clear, therefore, that the introduction of uniform measures would be a considerable step towards the prevention of frauds of the above nature; but it now remains to be seen in what degree dependence can be placed on a salt measure, and also how nearly it represents an Indian maund of 82$\frac{2}{7}$ pounds avoirdupois. Effect of uniform Measures.

6. The measure used at the Bombay salt pans is a wooden box, about 19.15 inches square, and 8 inches deep, fitted with large wooden handles, and weighs a little more than 28 lbs. The remaining articles required for measuring are a wooden roller, two inches in diameter, and two bamboo baskets, holding half a maund each. Bombay Measure.

7. Four men and a peon are required for each measure: the box is placed close to the salt heap, and a man on each side of it fills his basket with a wooden pallet, and then empties it into the measure; the superfluous salt is struck off with the roller, and the two other men seize the box by the handles, and, by suddenly raising it to the level of their shoulders, toss out the salt to a distance of 5 or 6 feet; coolies then carry it off to the boats in baskets. A considerable degree of dexterity is shown by the men in measuring, which goes on at the rate of about 240 maunds per hour. The peon holds the roller, and calls out the number of measures from 1 to 5, distinguishing the last by a peculiar cry, on which it is entered by the clerk. When a large quantity of salt has to be measured, four or five sets are superintended by one clerk. Mode of Measuring.

8. The working day for measuring is about six hours; so that, assuming each man to be paid two annas, the cost per hour would be 16 pies: during this time 240 maunds are measured, so that 15 maunds cost one pie. The pay of the peon is not taken into consideration.

9. To ascertain how nearly a measure corresponded with an Indian maund, I weighed ten; the results are given in the Table of Measurements,‡ and the left hand upper diagram.§ The average is 83 lbs. 15.2 oz., which is in excess of the Cost of Measuring.

* Enclosure No. 1. † Enclosure No. 3. ‡ Enclosure No. 2.
§ Enclosure No. 3.

Average weight of a Bombay Measure of Salt.

Indian maund by 1 lb. 10.63 oz. The box measured 2941.44 cubic inches, which, corrected for the above excess, would be reduced to cubic inches 2883. The above result, however, would not fairly apply to all cases, as the salt used was of a medium-sized grain, and somewhat heavier than the coarse black salt. Still the measure would seem to be in excess of the Indian maund.

Cubic Foot Measure.

10. The measure used at the salt pans being rather coarsely made, and not very accurate, I had a cubic foot measure carefully made at the Mint, and then proceeded to take the weight of that quantity of salt, distinguishing it into three varieties,—coarse black salt, medium, and fine salt, represented on the sheet of diagrams by the colours blue, red, and yellow.

Measure shaken before striking.

11. It seemed possible that by shaking the box after filling it with salt, the vacuities between the crystals might be diminished, and the weight rendered more uniform; the first seventy experiments were taken in this manner, but as I found that no advantage was obtained thereby, I discontinued it in the subsequent experiments.

First set of Experiments; Box shaken.

12. The first seven columns of experiments may therefore be passed over without much notice, as the object sought was not attained. Some idea of the compressible nature of the material may be formed from the fact that the average weight of the cubic foot was raised more than 2 lbs. by shaking the box; two jerks only being given, by alternately raising each handle once, and then letting it fall. (See diagram 1.) The average of the ten experiments in the third column (coarse salt) is higher than that of the first, the former being new salt recently taken from the pans, and still very wet. This will be again remarked upon when considering the subject of weighing.

See para. 25.

Remarks on subsequent Experiments; Coarse Salt.

13. Of the remaining experiments, the first, No. 8, seems to show that with coarse salt the outside of the heap is considerably below the average, but as we get deeper into the pile, the weight increases, until it reaches the average of the medium salt. In piling up granular substances the larger grains always roll down to the bottom, leaving the smaller ones to form the centre of the heap. They are here more closely packed together, from the greater superincumbent weight. Salt is generally piled up in conical heaps, which are plastered over with mud, and thatched with grass, to preserve them during the monsoon. Column 10 contains experiments on new salt, to which the same remarks apply as in para. 12.

Medium and Fine Salt similar in weight.

14. The results of the remaining experiments show that there is no great difference between medium and fine salt, as far as weight is concerned. Indeed, the distinction is more of colour than of the size of the crystals, fine salt being the produce of well-cleaned pans.

Measure how far consistent with itself.

15. Although, in respect to salt, weight and measure are not convertible terms, yet if measurement were consistent to itself, it would be just as useful for the purpose required as weight could be. To ascertain, therefore, within what limits it could be depended upon, I weighed a certain number of boxes* full, (columns 15, 16, 17, 18,) and then again re-measured and weighed the same quantity (columns 19, 20, 21, 22). The last measure of column 22 is marked empty, the salt being distributed among the others, the average weight being higher than the first four columns. Thus one box was deficient in 40, which is equivalent to $2\frac{1}{2}$ per cent.; again, with the fine salt, (columns 23 and 24,) the same quantity re-measured only gave $19\frac{2}{3}$ measures, instead of 20, the deficiency being at the rate of nearly 2 per cent. In these experiments the second measurement is in defect of the first. Mr. Hutchinson informed me that in some trials he made, he found measurement to vary to about 3 per cent. in excess, as well as in defect, of the first measurement. We may therefore take measurement to be true to within 3 per cent. of the original, either way; that is, 100 measures would give from 97 to 103 on being re-measured, the actual quantity of salt remaining the same. Besides, it is generally found on large quantities that errors of this kind eventually compensate themselves in great measure; thus, if the first hundred measures turned out 97, the second might give 103, and so on.

Correct size of Measure deduced.

16. The mean weight of the cubic foot derived from columns 8 to 26 is 49 lbs. and 0.76 ounces, or lbs. 49.0475; from which the size of the box to hold an Indian maund should be 2,900 cubic inches, showing an excess on the part of the present standard of 50 cubic inches. In para. 9 the dimension deduced from the average of ten experiments was 2,883. It frequently happens, however, when the crystals are large, that those on the surface are dragged out by the roller in striking off, leaving depressions below the level of the sides of the box. The greatest number of experiments, too, have been made with medium salt, for which reasons it would perhaps be better to assume dimensions which should give nearly a mean between the old standard and the present size deduced as above. For this purpose very convenient numbers would be 19 inches × 19 inches × 8.1 inches, which would give the cubic contents equal to 2924.1 cubic inches; and as all the dimensions are to be found on an ordinary brass scale, they would admit of accurate workmanship.

* Enclosure No. 5.

17. The principal impediments to weighing the salt hitherto have been the tediousness of the process, owing to the long-continued vibrations of the scale beam when exposed to the action of the wind, the want of convenient packages, the expense of which is precluded by the small intrinsic value of the material, and the inconvenience of transporting heavy sets of scales and weights from pan to pan as they were wanted. I endeavoured to contrive a machine for weighing, which should obviate some of these objections, and had one made up for trial similar to the sketch* now forwarded, except that it was intended to weigh ten maunds of salt at a time, instead of five; and that the double scale beam was of wood, braced with cross pieces, instead of the curved iron one shown in the sketch. Difficulties in weigh Salt.

18. The machine consists of a three-wheeled wooden carriage, which carries a double iron scale beam; the length of the arms to which the scale pan is suspended is double that of those carrying the box in which the salt is put,—this answers the twofold purpose of assisting to balance the weight of the wooden box, and of diminishing the iron weights by one-half. The box is calculated to hold five maunds of salt, which would be counterpoised by $2\frac{1}{2}$ in the scale pan. The box is supported on cylindrical gudgeons, resting in sockets in the arms of the balance, and is provided with two handles near the bottom of the front side, projecting about six inches either way. The scale beam turns on knife edges, resting on hardened steel dies let into the woodwork of the carriage. A board fitted with hinged struts is shown in the sketch under the box; it serves to prevent the salt from rolling too far back: when travelling, this board forms a floor to the carriage. The box is put under the scale beam, and in front of the scale pan, and the balance would be lifted off the knife edges, and supported on two or three battens laid across the top, but not shown in the sketch. The wheels are of cast iron, the tires 3 inches broad, as the soil at the salt pans is very loose and friable, from the action of the salt. The front wheel turns on an iron pivot, and is managed by a wooden handle, only part of which is shown. Description of Mach

19. The mode of using the machine is as follows:—The carriage is placed in the position shown in diagram 2, the scale pan being next the salt heap. The men placed at *a a* (six in number) fill baskets with salt, and hand them to two men, *b b*, who pass them on to others, *c c*; these fill the box until the scale pan is lifted: as the weight is constant, the adjustment must be made by adding or taking out a little salt. When brought to a balance, the two men, *c c*, lay hold of the projecting handles, *d d*, and turn over the box into the position shown by the dotted lines† on the plan: the salt can then be carried away in baskets as usual. The trial machine for ten maunds was, I found, too heavy; the exertion of overturning the box was more than the men could have kept up for a number of times. It was also too unwieldy for convenience of transport. Under unfavorable circumstances, it took $1\frac{3}{4}$ to 2 minutes to weigh one charge of ten maunds, and with the small machine 1 minute would most likely suffice to weigh one charge, or at this rate 300 maunds would be weighed in one hour. To be on the safe side, however, and for convenience of comparison, we will assume 240 maunds to be weighed per hour. Mode of weighing.

20. The pay of ten men for one hour, at 2 annas per diem, would be 40 pies: thus, taking 240 maunds for an hour's work, we have 6 maunds weighed for the same sum that 15 can be measured, the relative cost being as 5 to 2. This is without taking into account the first cost, or the wear and tear of the machines, which would far exceed that of the apparatus used in measuring. It is possible, however, that the two men, marked *b b*, might be found unnecessary, their places being supplied from those marked *a a*. The cost would then be as 2 to 1, compared with measurement. Cost of weighing.

21. For the Bombay salt pans, where a large quantity of salt has to be weighed in a limited time, a considerable number of machines would be required, and likewise for those under the Collector of Continental Customs. For the receiving ports along the coast a smaller number would suffice, as they have less to weigh, and more time to do it in; an ordinary boat-load could easily be weighed in one day. Four or five would probably be enough for each, but at the salt pans one would be required for every wooden measure now actually in use. Number of Mac required.

22. I am far from submitting this design as the best that could be invented for the purpose of weighing salt, but more as an illustration of the kind of machine that would answer. Should it be considered desirable to issue salt by weight only, the best plan would be to procure designs, from good mechanicians at home, such as would fulfil the following conditions:— Other designs desir

1. The machines should be portable, and capable of following the sharp turns in the raised banks which surround the salt pans, and of winding between the heaps of salt which are generally arranged, as shown in Figure 3.‡ Their width should not exceed 3 feet.

* Enclosure No. 6. † Figure 1, Enclosure No. 6. ‡ Enclosure No. 6.

2. They should be adapted to weigh a loose crystalline material, without any packages whatever, and capable of delivering the salt, when weighed, in such a manner that it could be conveyed away without interfering with the men employed in weighing.
3. They should not be liable to disturbance from the action of the wind.
4. The working parts should be few and simple, so as not to get out of order, or that their accuracy should be affected by rust.
5. They should be capable of weighing at least 300 maunds (of 82⅔ pounds avoirdupois each) per hour, but of course the more the better.
6. They should admit of convenient packing, for moving over rough and stony ground.

tent Weighbridges.

23. Moveable weigh-bridges have been furnished to the Mint and Dock, yard by the Honorable Court, of a description which might be used for salt, but only as stationary machines, as their weight is considerable, and they are mounted on four small iron trucks, without any provision for turning them round. The mode of using them would be by putting the salt on their platforms in baskets, adjusting to a balance, and then the baskets might be carried off to the boats at once. The empty baskets would of course have to be previously counterpoised. In this manner ten maunds might easily be weighed at a time. But in all these machines the connection between the load and the scale pan is made by a number of levers, turning on knife edges, and there is a certain amount of friction on the points of contact. This is of little consequence when the machine is new and the surfaces clean, but makes a considerable difference when the friction is increased by the knife edges being rusted, which they soon would be from the sea air.

ationary Weigh-bridges.

24. Were it not for this objection, stationary weigh-bridges would be very convenient; but it would be necessary to give one to each salt pan at its shipping place, and to build sheds to protect them from the weather and injury. If the salt was at a considerable distance, it might then be brought up in wheelbarrows to economise labour. The first expense would doubtless be very heavy.

fect of moisture on weight.

25. To ascertain the difference of weight in salt, caused by the moisture of the atmosphere, I weighed a pound of fine salt in large crystals, when dripping with wet on a rainy day. After being well dried I weighed it again, and found it to have lost half a grain, or $\frac{1}{4800}$ part, a quantity quite insignificant. This would at first sight seem totally at variance with the experiments on new salt referred to in para. 12, columns 3 and 10; but it may be explained by the supposition that the moisture, though it only lies on the surface of the crystals, and does not penetrate their substance, is yet mechanically entangled between them, and so augments the weight. Thus, if salt landed on the coast was delivered in a wet state, for the purpose of increasing its weight, the remedy would be to have it piled in small heaps, and allow it to drain for a few days. The delay caused by this process would make it the interest of the boatmen to deliver it as dry as they possibly could.

iform measurement recommended for trial.

26. On the whole, it appears that while weighing is superior in point of accuracy, measurement has the advantage in economy, in despatch, in portability, in the first cost, and in the durability of the apparatus required, and may be depended on within 3 per cent. of the original measurement either way. I therefore beg respectfully to recommend a further trial of the system, with measures of the dimensions given in para. 16, viz., 19″ × 19″ × 8$\frac{1}{16}$,—the same to be used at the receiving ports also. The present allowance for wastage is 5 per cent., and if to that we add 3 per cent. for uncertainty of measurement, we have 8 per cent. for the limit within which the full duty on salt would not be enforced; beyond that deficiencies should be visited with the full penalty. In the mean time, designs might be procured from England of machines adapted to fulfil the conditions given in para. 22, and specimens sent out to be tested practically, so that in the event of measurement still proving unsatisfactory, there would be no delay in replacing it by an efficient system of weighing.

easures could be made up by Contract.

27. The measures required could be easily made up by contract under one of the departments of the Presidency, a proper pattern being provided for the guidance of the contractor. When ready they should be tested as to their accuracy, and could then be issued for use.

ntingent Bill not ready.

28. I have not yet received the bills for the construction of the weighing machine, but will forward my contingent bill as soon as I get them: the amount will not be considerable.

I have the honor to be, &c.,

A. De Lisle, Lieutenant,
On special duty, Salt Dept.

Enclosure No. 1.

TABLE OF MEASURES.

Port or Province, and Measure.	Dimensions, in Inches.	Cubic Contents, in Inches.	No of each reckoned equal to the Indian Maund.	No. of Cubic Inches supposed to represent the Indian Maund	Difference from Bombay Standard.
‡ Bombay Standard	.. ..	..	..	2950.	
† Ditto Measure	19.2 × 19.15 × 8	2941.44	1	2941.44	8.56
‡ Canara Mercal	Diam. 8.2, depth 15	792.15	$\frac{40}{120} = 3\frac{1}{3}$	2640.5	309.5
‡ Malabar Phara	18.5 × 18.5 × 7	2395.75	1	2395.75	554.25
† Alleppe Phara..	.. ..	808.65	$\frac{160}{67} = 2.\frac{36}{67}$	1931.04	1018.96
† Travancore Phara	.. ..	808.65			
† Cochin Phara	18.8 × 18.8 × 5 + 2*	2474.08	1	2474.08	475.92

* The Cochin phara is 5 inches deep, and is said to be struck off 2 fingers above the rim, which I have assumed to be 2 inches, though it is probably less.

† Dimensions taken from specimens forwarded to Bombay.

‡ Dimensions taken from Extracts of Correspondence.

(Signed) A. DeLisle.

Enclosure No 2.

TABLE OF MEASUREMENTS.

Bombay Measure, Cubic Inches 2941·44. Medium Salt.		Number.	Box Shaken before striking off. 1 Coarse Salt.	2 Fine Salt.	3 Coarse Salt, New.	4 Medium Salt.	5 Medium Salt.	6 Medium Salt.	7 Medium Salt.	Number.
No.	lbs. oz.		lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	
1	82 15	1	52 4	53 4	52 13	50 2	50 3	50 1	51 3	1
2	83 0	2	53 3	52 6	53 4	49 9	51 3	50 14	51 2	2
3	82 5	3	50 15	53 2	52 11	50 4	52 0	50 10	49 10	3
4	83 5	4	49 11	53 3	53 4	49 3	51 4	49 7	49 10	4
5	85 5	5	49 7	52 13	53 0	48 2	51 14	52 0	50 10	5
6	84 1	6	48 13	52 7	52 6	50 2	52 0	52 13	48 0	6
7	84 3	7	47 4	52 13	52 9	49 15	50 15	52 3	49 10	7
8	84 5	8	47 12	52 8	53 0	50 13	52 2	52 2	47 15	8
9	85 5	9	46 11	53 13	51 10	50 8	53 0	51 7	46 14	9
10	84 12	10	46 4	53 13	52 12	50 13	52 5	51 0	39 4	10
	10,839 8		10)492 4	10)530 2	10)527 5	10)499 7	10)516 14	10)512 9	9⅔)483 14	
	Mean 83 15·2		49 3·6	53 0·2	52 11·7	49 15·1	51 11	51 4·1	50 0.9	

Mean of colums 1 to 7, 51 lbs. 3·15 oz.

Filled without shaking.

Number.	8 Coarse Salt, not Shaken.	9 Fine Salt, not Shaken.	10 Coarse Salt, New.	11 Medium Salt.	12 Medium Salt.	13 Medium Salt.	14 Medium Salt.	Number.
	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	
1	44 8·5	48 6	49 10	46 13	49 10	49 1	47 11	1
2	44 9·5	48 4	50 7	46 12	50 8	48 6	49 2	2
3	43 7	48 5·5	49 7	46 8	49 7	48 15	49 9	3
4	44 6	49 9	51 9	47 7	50 11	49 2	50 3	4
5	45 7	50 3·5	50 8	47 2	50 4	49 4	49 11	5
6	47 3	51 0	50 1	47 2	49 8	49 7	49 4	6
7	48 3	49 13	49 15	47 1	48 4	49 6	49 13	7
8	47 15	49 11	50 8	47 13	46 6	49 10	50 3	8
9	49 11	50 15	50 15	47 8	48 15	48 8	50 3	9
10	49 10	50 10	50 4	47 14	48 14	49 5	48 8	10
	10)465 0	10)496 13	10)503 4	10)472 0	10)492 7	10)491 0	10)494 3	
	46 8	49 10·9	50 5·2	47 3·2	49 3·9	49 1·6	49 6·7	

Mean, 48 lbs. 13·86 oz.

Number.	15	16	17	18	19	20	21	22	Number.
	Medium Salt, struck off without shaking.				The same re-measured.				
	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	lbs. oz.	
1	49 7	48 4	49 3	49 11	50 3	50 14	49 6	50 6	1
2	50 1	47 5	48 8	50 10	49 8	49 14	50 4	49 9	2
3	49 6	47 14	48 10	50 6	49 15	50 2	49 14	48 12	3
4	49 7	47 5	47 6	50 6	49 6	49 6	49 1	49 7	4
5	48 14	47 11	47 6	49 5	49 6	48 12	49 9	49 12	5
6	47 6	48 10	46 10	49 15	50 9	48 15	50 2	50 1	6
7	47 7	48 12	47 1	49 4	49 1	48 14	49 8	49 2	7
8	47 14	47 9	47 15	50 1	49 10	49 8	50 6	49 6	8
9	48 1	48 7	49 7	49 1	51 3	49 9	49 4	48 7	9
10	48 3	49 0	49 2	49 1	50 14	49 9	50 1	0 0	10
	10)486 2	10)480 13	10)481 4	10)497 12	10)499 11	10)495 7	10)497 7	9)444 14	
	48 9·8	48 1·3	48 2	49 12·4	49 15·5	49 8·7	49 11·9	49 6·9	

Mean of eight, 49 lbs. 2·67 oz.
Mean of Columns 8 to 26, 49 lbs. 0·475 oz.

23	24	Number.	25	26
Fine Salt, struck off without shaking.			The same Salt remeasured.	
lbs. oz.	lbs. oz.		lbs. oz.	lbs. oz.
48 8	49 2	1	49 8	49 10
50 0	48 10	2	49 9	49 13
50 4	47 2	3	48 10	49 14
49 15	47 0	4	48 8	49 14
50 1	49 2	5	48 4	49 9
49 15	49 13	6	49 1	49 13
49 6	51 2	7	48 8	50 9
48 7	49 14	8	49 1	51 11
49 0	48 11	9	49 4	51 14
49 8	48 4	10	49 5	35 0
10)495 0	10)488 12		10)489 10	9⅗)487 11
49 8	48 14		48 15·4	50 7·2

Mean of four, 49 lbs. 7·15 oz.

(Signed) A. De Lisle.

Enclosure No. 3.

(Two Diagrams.)

Enclosure No. 4.

(Diagram of Salt Experiments.)

Enclosure No. 5.

(Diagram of Salt Experiments.)

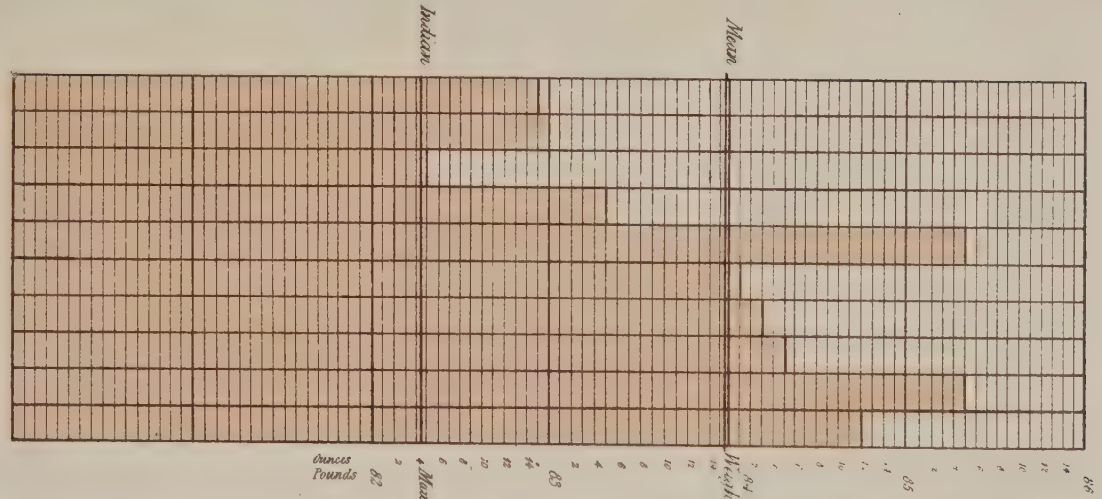
Enclosure No. 6.

(Sketch of a Weighing Machine.)

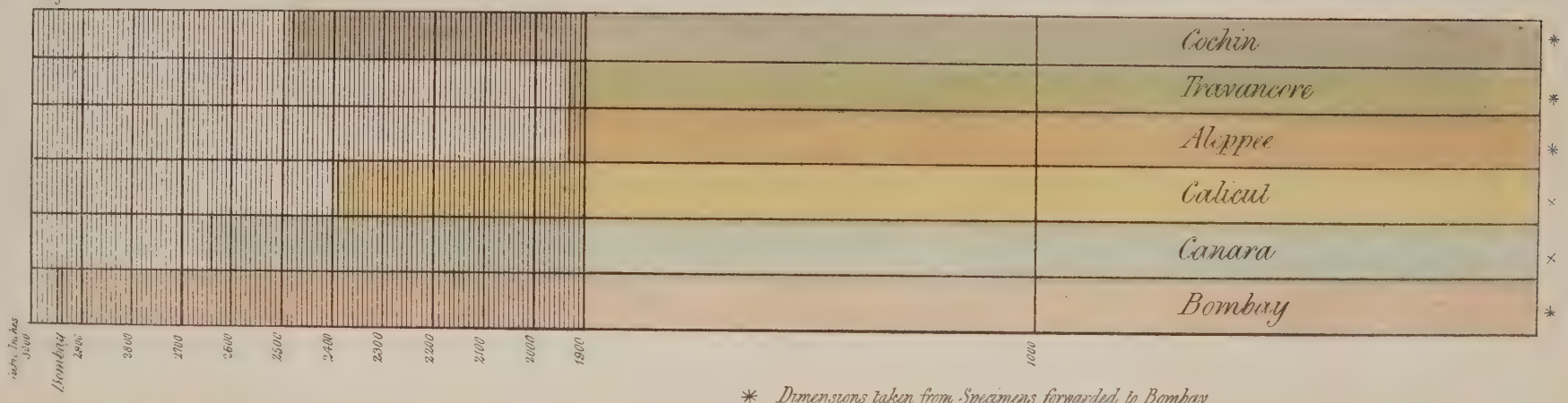
Enclosure N°3.

TWO DIAGRAMS.

Bombay Measure 2941·44 Cubic Inches.



Dimensions in Cubic Inches assigned to Indian Maund at the undermentioned Places



* *Dimensions taken from Specimens forwarded to Bombay.*

× *Dimensions taken from extracts of Correspondence*

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DIAGRAMS
OF
SALT EXPERIMENTS.

Weight of a Cubic foot of Salt in Pounds and Ounces averdupois

Blue ___ *Course Salt.*
Red ___ *Medium Salt.*
Yellow ___ *Fine Salt.*

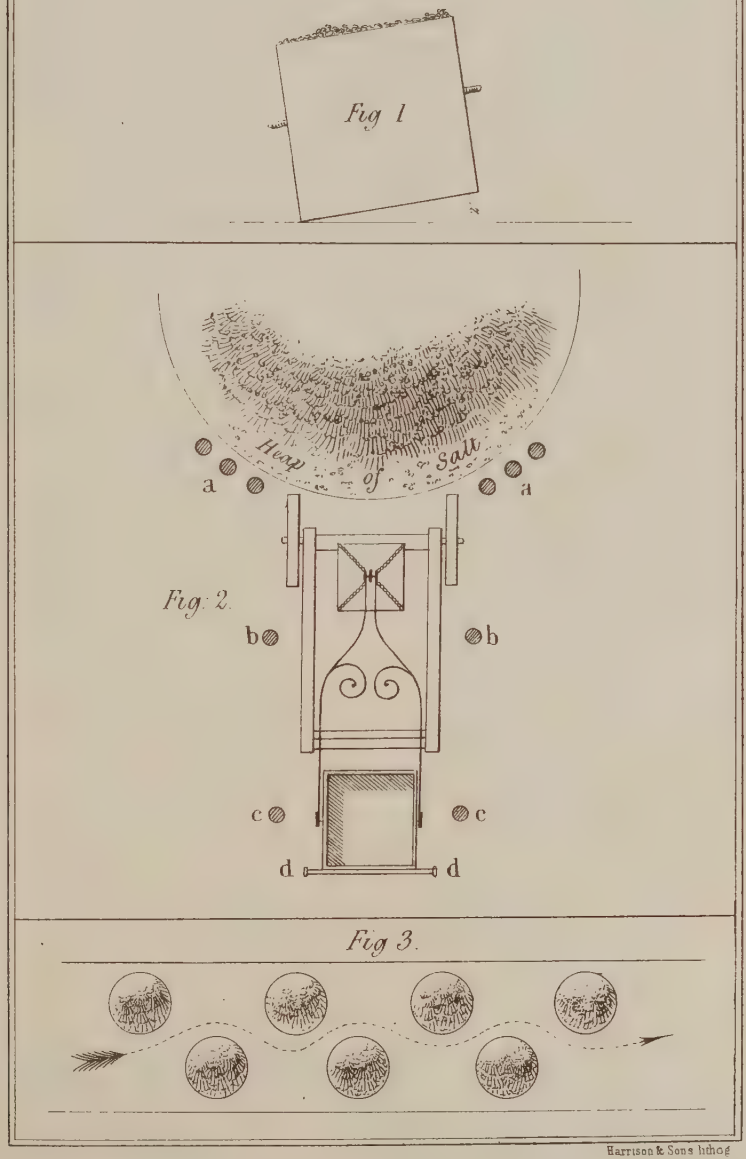
DIAGRAMS
OF
SALT EXPERIMENTS.

Weight of a Cubic foot of Salt in Pounds and Ounces avoirdupois

Blue ___ *Coarse Salt.*
Red ___ *Medium Salt.*
Yellow ___ *Fine Salt.*

Enclosure N°6

Sketch of a Weighing Machine



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Appendix O.—No. 2.

To H. E. GOLDSMID, Esquire, Secretary to Government.

Territorial Department, Revenue,
Bombay, November 13, 1851.

Sir,

WITH reference to para. 2 of your letter of the 19th of September, 1851, I have now the honour to forward an abstract of experiments* on the effect of moisture on the weight of different kinds of salt.

2. These last were, fine white salt in small pyramidal crystals; 2ndly, medium salt in larger cubical crystals; and 3rdly, coarse black salt in much the same size and description of crystal as the medium salt, both these two being smaller grained than what is generally found at the salt pans.

3. The experiments were made with the bullion scales at the Mint: in each series of weighings the quantity of salt remained the same; the desiccation of the salt was effected by placing the iron pans containing it on the heated iron plates used for drying the blanks after pickling and washing; and the damping, by placing them in an underground passage, through which the warm waste water from the engines runs off, the steamy atmosphere of these passages being a very favourable situation for the absorption of moisture by the salt.

4. The drying was pushed considerably beyond what could ever occur at the salt pans, as the salt is there exposed to the moist sea breeze during a great part of the day, and is, besides, placed in a damp situation on ground impregnated with salt, and very little raised above the level of high tides. The degree of moisture imbibed by the salt in these experiments would, probably, be nearly similar to what it would have during monsoon weather; I was, however, obliged to limit the time for exposing the salt to damp, as the pans being watertight, the moisture, attracted after the salt was saturated, would have collected at the bottom, and have vitiated the experiments, by the addition of so much weight of water instead of moistened salt. I found this to be the case with a tin pan holding about 2 lbs. of salt, which, on inspection after damping, was found partly filled with water, and the experiment rendered useless.

5. I adopted the following routine in making these experiments, with a view to finding what proportion of moisture was contained in the salt in the state in which it was brought from the pans, as well as of ascertaining how much it was capable of absorbing afterwards. The salt, on being filled into the iron pan, was weighed, then dried and weighed again, and then damped and weighed, the salt being then changed, and fresh taken for another experiment.

6. The loss by drying may be thus exhibited for the different kinds of salt:—

Fine white Salt,	No. 1,	lost 2·05	per cent.
	„ 2,	„ 1·64	„
	Mean,	2·07	„
Medium Salt,	No. 3,	lost 2·95	„
	„ 4,	„ 2·94	„
	„ 5,	„ 3·67	„
	Mean,	3·18	„
Black Salt,	No. 6,	lost 3·88	„
	„ 7,	„ 2·85	„
	Mean,	3·36	„

It will be observed that the proportion of moisture appears to increase with the degree of impurity of the salt:

	Per-centage.		
	Least.	Mean.	Greatest.
Fine Salt	1·64	2·07	2·05
Medium	2·94	3·18	2·95 to 3·67
Black	2·85	3·13	3·88

Or, taking approximate numbers,

Fine,	from $1\frac{1}{2}$	to $2\frac{1}{2}$	per cent. of moisture.
Medium,	„ 3	to $3\frac{3}{4}$	„ „
Black,	„ 3	to 4	„ „

* Enclosure A.

Professor Brande says (Manl. Chemistry, Vol. I. page 608), "When pure chloride of sodium does not alter by exposure to air, though it is generally more or less deliquescent from containing chlorides of magnesium and of calcium; the crystals are anhydrous, though they often include a little interstitial water."

7. If we now compare the results obtained by exposing the salt to the influence of moisture, we have,

Fine white Salt,	No. 1, gained	2·44	per cent.	
	,, 2, ,,	3·82	,,	
	Mean,	3·13	,,	
Medium Salt,	No. 3, gained	6·43	,,	with No. 6
	,, 4, ,,	4·95	,,	,, 2
	,, 5, ,,	2·99	,,	,, 7
	Mean,	4·79	,,	
Black Salt,	No. 6, gained	5·90	,,	
	,, 7, ,,	4·26	,,	
	Mean,	5·55	,,	

The comparative absorptions are thus—

	Least.	Mean.	Greatest.
Fine Salt	2·44	3·13	3·82
Medium	2·99	4·79	6·43
Black	4·26	5·08	5·90

In this case the medium salt appears to have absorbed moisture the most readily, the simultaneous experiment being noted in the margin, which shows that while medium absorbed

6·43	per cent.,	black only absorbed	5·90
4·95	,,	fine white ,,	3·82
2·99	,,	black ,,	4·26

This might possibly have arisen from some unobserved difference in the situation of the pans in the underground passage.

8. Taking approximate numbers as before, we have the absorptions in

Fine Salt,	from	2½	to 4	per cent., nearly.
Medium,	,,	3	to 6½	per cent.
Black,	,,	4½	to 6	,,

The above numbers may also be taken as the extent of variation from extreme dryness to a degree of moisture such as salt might have during the monsoon. In para. 25 of my Report of the 16th of July, I pointed out the excess of weight of newly made salt over old salt, in columns 3 and 10 of the experiments. The difference between the two was 3 lbs. 11·6 oz. Avoirdupois, or very nearly 8 per cent. Making some allowance for the difference in the quantity of salt, from the uncertainty of measurement, the result seems to agree pretty closely with those from the recent experiments.

9. These per-centages have all been calculated on the least weight, or that supposed to represent dry salt, deprived of all its moisture, or nearly so. The relative weights of salt under the following circumstances might be thus shown:—

	Very dry Salt.	In ordinary state.	Wet Salt.
Fine,	100 lbs. ..	102 lbs. ..	104 lbs.
Medium,	100 ,, ..	103¼ ,, ..	106½ ,,
Black,	100 ,, ..	103½ ,, ..	106 ,,

It would rarely or never happen, perhaps, that salt would be weighed in the state of dryness of the 1st column, and should certainly not be weighed when so wet as in the last: assuming that, under ordinary circumstances, the salt would vary half of the above per-centages, either way, from the mean, we have—

For fine Salt,	the variation	1	per cent. either way,	or 2 altogether.
For medium,	,,	1½	,, ,,	or 3 ,,
For black,	,,	1½	,, ,,	or 3 ,,

For measurement, as stated in my former Report, the variation is 3, or 6 altogether. The advantage on the score of accuracy would therefore be still in favour of weighing, were it not for the concomitant disadvantage of a heavy

outlay in the first instance, and the subsequent increase of expense, on account of the longer time required for weighing, than for measuring, salt.

10. With reference to para. 5 of your letter now under reply, I have the honour to inform you that two sheet iron measures have been made up in the Dock-yard, of which the following are the particulars:—

	Inches.	Inches.
Dimensions vary from	18·07 to	19·35 in breadth.
,,	7·95 to	8·01 in depth.

Thickness of sheet iron, 1-16th.
Weight, 22 lbs., including handles.

The weight of the wooden measure is 28 lbs. Angle iron cannot be applied to stiffen the upper edge of the box, and half round iron was used; but the shape of the box can easily be altered by a blow or a kick. Finding that the dimensions were not accurately adhered to, I referred to the head Boiler-maker in the Dock-yard, by whom they had been made up, and he stated in reply that the nature of the material did not admit of its being worked to the nicety I seemed to require, particularly framed as those were; had the bottoms been of $\frac{1}{8}$th iron instead of $\frac{1}{16}$th, they could have been made perfectly straight in the bottoms, and had the bottoms and sides been $\frac{1}{8}$th thick, with a frame of angle-iron to raise the sides from, they could have been made a little nearer still. Still there were joints and rivet heads that could not be overcome, and the measures would have been double the weight of those I had got. The latter circumstance alone would preclude the adoption of such a thickness of iron.

11. With respect to the cost, I believe the iron measures would be somewhat cheaper than wooden ones, but I have not yet received the memorandum of the cost of making these two from the Military Board, and cannot say with certainty. The wooden measure was estimated by the Civil Architect at Rs. 6-4-0 for a single one, and Rs. 5-12-0 if a number were required. This includes handles, and an edging of iron, 1 inch × $\frac{1}{8}$th, to preserve the edge from wearing away from the friction of the striker.

12. I may also mention, as a circumstance bearing on the probable durability of iron measures, that the salt in the iron pans used in these last experiments at the Mint was discolored to the depth of an inch from the bottom of the pan by rust. The head Boiler-maker is also of opinion that the combined effects of salt and damp (the former never being perfectly dry) would soon destroy sheet iron of such small thickness. The exact course of the two measures will be communicated as soon as received.

I have the honour to be, &c.,

A. DeLisle, Lieutenant,

On Special Duty.

Enclosure A.

Abstract of Experiments.

Description of Salt.	Weight in Troy Pounds.	Weight of Iron Pan.	Net weight of Salt.	Gain or loss of Weight.	Gain or loss per cent.	Remarks.
Experiment No. 1.	lbs. oz. dwts.	lbs. oz. dwts.	lbs. oz. dwts.	oz. dwts.	per cent.	
Fine white Salt, as brought from the pans ..	31 8 0	11 12 10	20 5 10	6 0	2·05	Total loss, 2·5 per cent.
„ „ dried for 24 hours..	31 2 0		19 11 10	1 8	0·58	
„ „ exposed to damp for 24 hours ..	31 3 8		20 0 18	4 9	1·86	Total gain, 2·44 „
„ „ exposed to damp for 24 hours more	31 7 17		20 5 7			
Experiment No. 2.						
Fine white Salt, from the pans	35 5 2	10 2 8	25 2 14	2 6	0·77	Total loss, 1·64 per cent.
„ „ dried*	35 2 16		25 0 8	2 12	0·87	
„ „ dried 24 hours more	35 0 4		24 9 16	11 8	3·82	Total gain, 3·82 „
Fine white Salt, damped 48 hours	35 11 12		25 9 4			
Experiment No. 3.						
Medium Salt, from the pans	25 0 0	11 2 10	13 9 10	4 15	2·95	Total loss, 2·95 per cent.
„ „ dried 24 hours	24 7 5		13 4 15	10 7	6·43	Total gain, 6·43 „
„ „ damped 48 hours	25 5 12		14 3 2			
Experiment No. 4.						
Medium Salt, from the pans	33 0 13	11 2 10	21 10 3	5 15	2·25	Total loss, 2·94 per cent.
„ „ dried*	32 6 18		21 4 8	1 15	0·69	
„ „ dried 24 hours more	32 5 3		21 2 13	12 12	4·95	Total gain, 4·95 „
„ „ damped 48 hours	33 5 15		22 3 5			
Experiment No. 5.						
Medium Salt, part from pans, partly wet	35 8 15	11 2 10	24 6 5	7 0	2·46	Total loss, 3·67 per cent.
Medium Salt, dried 24 hours	35 1 15		23 11 5	3 9	1·21	
„ „ dried 24 hours more..	34 10 6		23 7 16	8 10	2·99	Total gain, 2·99 „
„ „ damped for 48 hours	35 6 16		24 4 6			
Experiment No. 6.						
Black Salt, from the pans	25 0 0	10 2 8	14 9 12	6 13	3·88	Total loss, 3·88 per cent.
„ „ dried 24 hours	24 5 7		14 2 19	10 2	5·09	Total gain, 5·9 „
„ „ damped 48 hours	25 3 9		15 1 1			
Experiment No. 7.						
Black Salt, from the pans	28 11 14	10 2 8	18 9 6	3 11	1·62	Total loss, 2·85 per cent.
„ „ dried 24 hours	28 8 3		18 5 15	2 14	1·23	
„ „ dried 24 hours more	28 5 9		18 3 1	9 7	4·26	Total gain, 4·26 „
„ „ damped 48 hours	29 2 16		19 0 8			

* These experiments were interrupted by the Dewallee Holidays, during which the Mint was closed.

(Signed) A. DeLisle, Lieut.,
On Special Duty.

Bombay, November 13th, 1851.

Appendix O.—No. 3.

Extract of a Letter from the Bengal Board of Revenue, to the Government of Bengal, furnished to the Government of Bombay by the Government of India, with their letter, dated the 23rd of April, 1852.

2. The question of substituting measure for weight, in the receipt and delivery of salt, engaged at different times the attention of the late Board of Customs, Salt, and Opium.

3. In 1837, when a Committee was assembled to consider of improvements in the administration of the department, Mr. Parker, one of the members of the Board, laid a paper before the Committee, suggesting a series of experiments, with a view to determine the advisability of such a change. Mr. Parker was then disposed to think very favourably of it, supposing that it would not only accelerate receipt and delivery, but would also be attended with great accuracy.

4. But, on further inquiry, he saw reason to doubt the correctness of this conclusion, and, in the circular which was issued to salt officers, directing the institution of experiments, it was intimated that scientific men were of opinion that the bulk of salt, according to its moisture or its dryness, would be found to vary even more than its weight. Attention was also drawn to the necessity for providing against fraud, in the mode of filling the measures, arising from the compressibility of the article.

5. It does not appear that the Committee, which broke up in November, 1837, with the intention of re-assembling, ever had the opportunity of considering the matter further, or recording any opinion regarding it. But, in 1844-45, the question was again taken up by Government,* and the Board called for reports from the agency officers. Those reports were unfavourable. The agents thought that salt was liable to change in bulk at least as much as in weight, and they dwelt especially upon the difficulty of devising any means of securing an equable measurement, the quantity of salt which may be contained in any measure varying greatly, according as it may be thrown in lightly, or subjected to any sort of pressure. In sending up these reports the Board† advocated the continuance of delivery by weight.

6. What the Board especially desired, in the experiments directed in 1837, was to ascertain the relative variations of salt in weight and in bulk, at the same time and under the same circumstances. This was not apparently done by the Bengal agents; or, if it was, the result of their experiments is not on record; but the defect has been now fully supplied by Lieutenant de Lisle. From the experiments described in his 15th para. it appears that, while the variation in bulk, in two series of experiments, gave an average, respectively, of 2½ and nearly 2 per cent., the variation in weight was in one case less, and in the other little more than one-half per cent. And in his supplemental report he shows, that while the greatest variation in the weight of salt, from atmospheric causes, is not more than 2 per cent. for fine, and 3 per cent. for coarse, the variations in bulk may be rated at as much as 6 per cent.

7. Lieutenant de Lisle scarcely adverts to what strikes the practical officers at this place as the great difficulty, viz., the means of securing equable measurement. The fine-grained boiled salt, which forms the greater part of the consumption of the people in Bengal, is probably much more susceptible of compression than the large-grained solar evaporation salt of Bombay; and the transactions of the department in Bengal, consisting in great measure in purchases on the part of Government from the manufacturers, and sale by Government to merchants, are quite different from those of the department in Bombay, where the system is exclusively one of excise. In the Bengal agencies there is the greatest inducement to fraud, both in the receipt and delivery of the salt, and over the former, especially it is scarcely possible to exercise an efficient control. Again, while the Bengal article is apparently liable, both intrinsically and extrinsically, to greater variation than that of Bombay, the consequences of such variations are of greater moment in the proportion in which the Bengal duty of rupees 2 8 exceeds the Bombay duty of 12 annas. An amount of inaccuracy which, in Bombay, might be fully compensated by increased cheapness and expedition, might well be considered to be quite inadmissible in Bengal.

8. It may also be added that measurement is inapplicable to an article of such varying character as salt, and especially imported salt, which sometimes comes in the shape of fine-grained Liverpool Pungah, and at other times in large crystals of rock salt, from Muscat; measurement, in fact, is only applicable to gruff goods, of little value, or to grain and other incompressible articles, of a like nature.

9. The Board think, therefore, that weighment, with all its disadvantages of slowness and expense, is more suitable to the state of things in Bengal, than measurement, and they recommend that the present system remain unchanged.

* See Mr. Secretary Davidson's letter, dated 30th of November, 1844.

† See Board's letter to Deputy-Governor, Bengal, dated 8th of December, 1845.

APPENDIX P.

A Collection of some of the Discussions which have taken place among the Bombay Authorities, on the Question of the Merits of the Double System of Inner and Outer Darogas.

THE duties of the Inner and Outer Darogas were thus described by Mr. Shaw, the Revenue Commissioner, Northern Division, in a letter to the Government, dated the 7th July, 1849.

"*Inner Daroga.*—This officer is in sole charge of salt pans; his duties are to conduct the correspondence of his office, prepare and submit whatever returns may appertain to his office, receive petitions for salt, and give permission for its removal, after the usual precautions have been taken; visit the Suzas from time to time, and inspect the proceedings of the establishment placed under him; mark every heap of salt; take measures, by dispersing his peons in a proper manner, to watch every pan, and detect every illicit removal; occasionally visit, by surprise, salt that has been removed by his permission from the pans, before the bullocks or carts reach the limits of the Outer Daroga, and satisfy himself that the removal corresponds with the pass he had himself given. The peons should have posts allotted to them, as to when and how they are to patrol. He should use measures to ascertain if each man is at his post; he should examine the accounts of each Suza, and affix his signature to them, to show that he has done so; his visits at the Suzas ought to be unexpected, and frequently whilst the Tolats have just done measuring salt to purchasers; he should, at that opportunity, test one or two bullock-loads from each lot; he ought to be continually on the move, superintending the proceedings of his subordinates, and keeping them on the alert, and bringing to the notice of his superiors negligence and misconduct.

"*Outer Daroga.*—This officer is to watch the posts beyond the Inner Darogas and Sir Carcoon's limits; he is required to be constantly on the move, during the busy season, visiting each naka under him, from time to time; and, as the removal of salt from the Inner Daroga's limits, either by land or sea, is known to him, he should occasionally take a naka, or boat, receiving salt by surprise, and examine the bullocks, or the salt being exported, and the pass notes, to see that they are correct. By this means he keeps the nakadars and peons sent on board the vessel on the alert, and no contraband salt can leave his limit without his knowledge. His office is intended as a check upon the Inner Daroga and the Sir Carcoon, to detect what escapes their observation. He should take notice that his peons and subordinates do their duty."

The sentiments of Mr. Luard, Collector of Continental Customs and Excise, on the subject are embodied in the following extract from his letter to the Revenue Commissioner, Northern Division, dated 31st August, 1850.

"Opinions upon the subject of Inner and Outer Darogas differ much, but I believe with officers, who have actually served in this department, there is but one, and that to the effect that it is the best that can be devised, founded upon the best maxim (*divide et impera*), with reference to native character.

"As instances of these diversities of opinion Mr. Blane thinks Darogas should be altogether abolished; that (if my memory serves me) the supposed check they hold one upon the other is a mere delusion, and that, if they combine, they can perpetrate crime with impunity. In many instances this may be true; but still it is a choice of evils; there is more chance of Darogas quarrelling or, as I hope and believe is the case, deterring one another, than of a man detecting himself or being deterred by fear of such detection. The Sir Carcoons, where their services are available, already superintend the salt works. If the Sir Carcoons are to be held responsible they, again, must have officers on the spot whom they may hold responsible, and the simple question is, whether the supervising authorities have more hold upon one Carcoon than upon two Darogas; in the one case the single Carcoon receiving all the profits, the chances of detection and the consequent fear of the same being reduced to the improbability of a man informing against himself."

On these opinions, Mr. Blane, member of Council, made the following observations, in a minute dated the 11th of October, 1850:—

"In para. 10 of his letter, of 31st August last, Mr. Luard would seem to argue that, if the immediate control of the "Bahreel Daroga" were removed, no chance of detection would remain, except on the improbable supposition of the party in charge of the salt works informing against himself—thus, it would follow, counting as nothing the supervision of the higher grades of the establishment, the Sir Carcoons, Uncovenanted Assistants, Dufturdar, and heads of the department, which, though possibly the case under the hitherto imperfect organization, could hardly be assumed to be irremediably so.

"The Carcoon in charge of the works should be required to keep complete

and regular entries of all his transactions, and the supervising functionary whether one be appointed to each work or to several, according to convenience of locality, should be actively testing their correctness by frequent examination of the quantities of salt leaving the works, and inspection of the estimated stock on hand; and a similar vigilance be in like manner exercised over him by his superiors. A supervisor of each work might be of advantage, if consistent with the adequate remuneration of the numerous establishment it would entail; but, in that case even, as the supervisor would not inform against himself the vigilance of the superior grades could not be dispensed with."

The above observations were communicated by the Government to Mr. H. Young, the Collector of Customs, Bombay, who was associated with Mr. Shaw, Revenue Commissioner of the Northern Division, for the purpose of arranging the outlines of a plan for remodelling the Continental Customs' Establishment.

Mr. Shaw, in a letter to Mr. Young, dated the 14th of November, 1850, wrote as follows:—

"After mature consideration, I have come to the conclusion that the establishments, denominated Inner and Outer Darogas, might well be dispensed with. They tend not, in my opinion, to promote efficiency, or facilitate checking irregularities; on the contrary, they prove, I think, a clog to the proper working of the establishment,—and I believe this remark was also in consonance with the sentiments of my predecessor, Mr. Blane,—and that, if a proper control and check is exercised at the salt works, under an efficient supervision of the European authorities, carefully ascertaining the amount of salt manufactured, and satisfying themselves that it has been honestly disposed of, smuggling of an article so bulky to any extent would be almost impossible, and that no such transaction could, or now ever does, take place, excepting with the connivance of the Establishment.

"With this view, I would propose that one, Sir Carcoon's department, should superintend all the Suzas, or Salt Works, and Sea Customs Establishments in the division allotted. I would also appoint generally three grades only of Sir Carcoons, fixing their salaries according to the duties to be performed, and rendering it easy to transfer occasionally one officer from one division to another of similar pay and emolument without confusion. I would abolish fees, and fix the salaries as follows:—

1st Grade	.. ..	200 rupees a month.
2nd ditto	.. ..	150 ,,
3rd ditto	.. ..	100 ,,

Mr. Young, in his letter to Mr. Shaw, of the 14th of December, 1850, repied as follows:—

"Although I think it absolutely necessary to retain an independent Preventive Establishment, the number of officers in direct communication with the head of the department might (if the amalgamation of the Salt and Customs Departments were fully carried out) be reduced, by committing the present duties of the Customs' Sir Carcoon and the Inner Daroga to one individual in all cases where they are now distinct. This would not greatly affect the establishments retained in Guzerat, but would be a considerable source of saving in the Konkun.

"My plan, in short, is this, to divide the whole collectorate into convenient territorial charges, and to appoint to each charge two independent superintending officers, one to carry on within the limits of his charge all business connected with the levy of duty, whether of Customs or Excise, and to keep all accounts thereof; to pass, on examination by weighment or otherwise, all dutiable goods, including salt; to grant permits, certificate, port clearances, and other protecting documents; and to superintend the manufacture and storing of salt at the pans:—the other to act as superintendent of the Preventive Establishment; personally to visit all quarters of his charge as frequently as possible; to place patrols as occasion arises; to visit such patrols as well as fixed Preventive Stations; and, in fact, to devote himself, and the Establishment under his control, to the prevention of all irregular removal of goods, whether in the Customs or Salt Department, by every means in his power, and to report all such irregularities to the Head of the department.

It is of little moment how these officers may be respectively designated. I would suggest that Sir Carcoon of Customs and Excise may be as appropriate as any other to the former of these officers; and perhaps the latter might be called "Preventive," or "Phirnee Daroga," or simply "Daroga of Customs and Excise."

Mr. Blane, in a minute dated the 18th of February, 1851, made the made the following observations, among others, on the propositions set up by Messrs. Shaw and Young:—

"On one point only, viz., the constitution of the preventive establishment, I am desirous of offering a few remarks, which I would wish to be communicated to Mr. Young for further consideration.

"Mr. Young is of opinion that two independent establishments in direct communication with the head of the department are essential. Perhaps he is,

right; and, at all events, I am not disposed to contest the point in opposition to an opinion deserving of so much weight.

"But I am strongly impressed with the conviction that establishments under the same European superiors, and stationed in the same localities, soon acquire a routine method of conducting their duties, and continue independent merely in name.

"The plan I would substitute is, therefore, to organise a preventive establishment for general duty, which might be at times distributed throughout the several territorial divisions, and at times congregated into any particular localities where suspicions of malpractices might exist. I would also graduate the pay of this independent establishment, so as to admit, if necessary, of the members of it being transferred to the superintendence of the local divisional charges, and the superintendents of the latter brought on general duty.

"For example, as a rough sketch, Mr. Young, for his seven territorial divisions assigns a preventive establishment, as per margin,* of rupees 2,631 12 per mensem, for which I would substitute a general establishment as follows:—

	Rupees.		
4 Darogas, at 100 rupees	400	0	0
3 Deputy Darogas, at 75 rupees	225	0	0
7 Tolats, at 7 rupees	49	0	0
7 Havildars, at 9 rupees	63	0	0
42 Peons, 6 for each Daroga and Deputy, at 6 rupees	252	0	0
Contingencies	70	0	0
	1,059	0	0
Mr. Young's Establishment	2,631	0	0
Difference	1,572	0	0
	12	0	0
Per annum	18,664	0	0
Mr. Young's aggregate Establishment	99,441	0	0
Amended Establishment	80,577	0	0
Present ditto	87,064	8	0
Saving	6,487	8	0

which may be appropriated to strengthening the establishments of the local divisions, or increasing the pay of the Carcoons at minor Bunders and Salt Works, which I consider too low; rupees 15 not, I think, being more than adequate for a Carcoon in a detached charge. The above, however, being merely a sketch to illustrate the principle, can be modified in any way Mr. Young and Mr. Shaw may deem advisable."

The foregoing observations having been referred by the Government to Messrs. Shaw and Young for their consideration, they replied to them as follows in a joint communication, dated the 24th of July, 1851.

The modifications which the fifth proposal would effect in the present system of Outer and Inner Darogas are objected to on various grounds, which it is necessary that we should examine.

Mr. Blane has withdrawn his original objection to the entertainment of a preventive establishment, but, in a minute submitted for our consideration, he has suggested a general preventive establishment as preferable to fixed establishments for each separate territorial charge, and has given a rough sketch of such an establishment for the seven districts near the Presidency, as an example of the practical application of his views, and in illustration of the saving to be looked for from its adoption.

"We will not deny but that there may be some advantages gained by the substitution of a general preventive establishment for the special offices which we propose to organize in the several territorial charges. But we observe that Mr. Blane, in practically carrying out this idea, would, if we rightly understand the bearing of his statement, abolish altogether the various cordons of preventive chowkeys by which the several Salt Works are surrounded, and trust entirely for the due performance of all preventive duties, in the Customs, as well as the Salt, Department, to a few superintending officers moving from place to place, aided only by peons attached to them, and having no connection with any particular locality.

Rupees.		
* 605	0	0
322	4	0
321	4	0
414	0	0
474	0	0
380	0	0
115	4	0
2,631	12	0

"It seems to us, however, essential to the safety of the salt revenue, to continue in almost every instance the chowkeys at present established, which have been everywhere located, after minute and laborious investigations into the peculiar circumstances of each Salt Work, as regards facility of access from the surrounding country. These chowkeys, with the officers attached to them, must, in the event of the local preventive establishments giving place to a general establishment, be still maintained; thus the greater part of the saving anticipated by Mr. Blane could not be effected, and as it would, if a general preventive establishment were organized, be necessary to place the chowkeys under the control of the sole remaining local authority, being that which superintends the manufacture and delivery of salt from the pans, we are of opinion that the check which they are calculated to exercise would be less effectual than if they were placed under an independent local authority.

"We would, for these reasons, prefer retaining the separate preventive establishments as originally proposed by us, guarding against the growth of that mutual understanding between the establishments stationed at the same localities, which Mr. Blane, in the 4th paragraph of his minute, notices as likely to take place, by frequent changes of individuals from one station to another, which changes, we think, should not be limited to the superintending and principal officers, but include every member of the establishment, and be made at the discretion of the Head of the Department, on whose superintendence the vigilance and efficiency of any establishment must depend."

The following are extracts of a minute recorded by Mr. Blane on the joint letter above mentioned.

"In the present report Mr. Young's original scheme, including his proposed establishment, is adopted without the slightest modification, the other opinions on the subject, mine amongst the rest, being noticed merely to be summarily set aside.

"The difference of opinion between Mr. Young and myself, is confined to the question of double establishments for the Salt Works, and in order to avoid a prolongation of the discussion, I so far conceded the point as to express an unwillingness to contest with him his desire to retain an independent preventive establishment."

I proceeded, however, to remark, "But I am strongly impressed with the conviction that establishments under the same European superiors, and stationed in the same localities, soon acquire a routine method of conducting their duties, and continue independent merely in name."

"Mr. Hebbert, an advocate for keeping the establishments on their present system, observes, in paragraph 8 of his letter dated 17th of April last, "The Anteel Darogas being resident on the spot, the Wunjaras and other purchasers go direct to the works, pay their money, get their salt, and are off. In the same way the Bahareel Darogas, being also resident on the spot, every load as it passes is subject to an examination and checked," &c.

"The facility of conducting the two operations is precisely that from which I argue their inutility. I had much opportunity of inquiring into the working of the system, more, perhaps, than either Mr. Young or Mr. Hebbert have had, and came to the conclusion that the subdivision was in reality only nominal, and its operation entirely delusive. In a great many instances, I found the two establishments sitting in the same Cutcherry, and making up their papers together indiscriminately.

"The only instances, I believe, in which malpractices have been detected are cases in which intelligence has been obtained, and followed up by the higher branches of the establishment; and my concession to Mr. Young was accordingly qualified by the proviso that the preventive establishment was to be one of that class. That some advantages may possibly be derived from additional establishment of a trustworthy character is not what I wish to deny, though of opinion that the collector and his assistants, and the Heads of the local establishments, ought to suffice for an adequate control, if they properly exert themselves.

"Mr. Young's proposal, as now renewed unaltered, involves an increase of charge of rupees 12,376 8 per annum, for the limited range for which the establishment submitted has been framed; but the principle, if made applicable to the salt establishments generally, must, necessarily, be attended with a very considerable augmentation of expense. It entails, also, as exemplified in Mr. Young's proposed establishment, what I consider to be the vital objection to the system, viz., inadequate remuneration to the establishments in charge of the works; a monthly pay of rupees 12 for a Carcoon, for so responsible a duty, being below what a trustworthy person can be expected to be obtained for.

"Double establishments for every work can hardly, from the great expense, be contemplated; and in our recent arrangements for the improved management of the Salt Works within the Island of Bombay, no such device has been thought necessary. Preventive establishments are resorted to in the Customs Department to guard against the landing and shipment of goods without their passing through the Custom House; but once there, as the salt in our Salt Works, the preventive establishment is not supposed to control the Custom

House officers; and admitting even that they might occasionally do so, this could occur only to the seaward, no such establishment of any kind existing to the landward. To attempt any second inspection of goods for the levy of Customs, except on specific intelligence, would be readily admitted to be fruitless and indefensible; and I cannot but think there is great inconsistency in advocating an opposite principle as advisable, though at great cost, for the realization of the Salt Excise. We must collect our Excise while the salt is in our hands, or be content to lose it, save in special cases where evidence to justify a seizure of the salt after passing out of the works can be procured."

Upon a suggestion made in the foregoing minute, the Government called upon Messrs. Shaw and Young for further information on the following points:—

First—What is the specific duty to be performed by the preventive establishment? Is the salt to be re-measured, or in what manner is the check it is intended to provide, to be exercised?

Second—Can any instances be adduced of these preventive establishments ever having proved of any commensurate service? And if not so hitherto, what reason is there to suppose that they will be of any greater efficacy in future?

The information called for having been submitted on the 1st of November, 1851, Mr. Blane recorded thereon a minute, containing the following observations:—

"No specific details on the points referred for elucidation are afforded in this communication, the purport of it being mainly a repetition of opinions previously submitted.

"Mr. Young's arguments in this, as in his former letters, appear to me to be based on the fallacious assumptions—

First—That except through the means of a double ill-paid establishment no preventive supervision can be exercised.

Secondly—That a formal and routine examination by an inferior class of establishment is more efficacious than a sudden and unexpected scrutiny by the upper grades of the department.

"In the first assumption, he would seem to overlook the extent of preventive control which the Collector, his assistants, his Dufturdar, and the Sir Carcoons of the local establishments ought, with due exertion, to accomplish; and, on the other hand, to expect from a certain class of establishment what it is obviously impossible for them to perform—for example, a small per centage of re-weighment is spoken of in para. 8 of his present letter, but that this can be carried out to any effect, considering the liability to error in re-measurements or re-weighments, by a Nakadar on rupees 8 and a Burkundaz on rupees 6, is surely too much to look for.

"The second assumption, I contend, is not warranted by experience; but, on the contrary, that a fallacious reliance on a worthless expedient is thereby created, and an excuse afforded for less activity on the part of the upper grades of the establishment than they would otherwise feel it incumbent upon them to exercise. The inutility of the double establishment is not, moreover, the point on which I place the greatest stress; its operation in requiring the establishment over the Salt Works to be kept on an underpaid and inefficient scale is what I regard as its principal objection.

"The question at issue is, in fact, whether a stronger and better organized establishment over the works, with greater activity on the part of the upper grades of the department, be not as likely to prove efficacious as the intervention of a separate, and necessarily limited, establishment, at a certain sacrifice in the other branches.

"Despite the supposed ill success hitherto of a low-paid double establishment, Mr. Young, who had something to do with the original introduction of that scheme of management, appears to experience much difficulty in divesting himself of his affection for it; but, as this preference on his part entails, irrespective of the doubts as to the advantage to be gained by it, an application to the Government of India for increase of establishment, I an unable, after careful consideration, to give it my support."

The Government, Mr. Blane dissenting, concurred in the views of Messrs. Shaw and Young.

This decision involved the continuance of the double establishment of Outer and Inner Darogas, and only modified the system in force so far as to combine the duties of the latter officers with those of the Sir Carcoons of Customs wherever practicable.

GEO. PLOWDEN,
Commissioner.

APPENDIX Q.

STATEMENT of the VESSELS which left Bombay for Calcutta laden with Salt from January, 1852, to March, 1854, showing the quantity of Salt laden on each Vessel at Bombay, and the quantity landed from each at Calcutta.

Names of Vessels.	Dates on which Port Clearances were granted.	Quantity of Salt laden in each Vessel.	Date of arrival at Calcutta.	Quantity of Salt imported at Calcutta.	Remarks.
1	2	3	4	5	6
	1852.		1852.		
Mooltan	Jan. 16	12,000	Mar. 2	12,927 0	12,800 manifested, as per Bombay Certificate.
Sagof	„ 22	13,145	„ 5	14,051 0	13,110 manifested.
Berkshire	„ 31	13,440	„ 2	14,369 30	
Anne Armstrong	Feb. 9	22,400	Apr. 2	24,092 0	22,400 manifested, and so entered in Tanna Certificate.
Gladiator	„ 11	13,440	Mar. 20	13,813 0	
Julia	„ 14	14,055	„ 25	15,274 0	14,090 manifested.
Alliance	„ 19	14,000	Apr. 12	14,320 0	20 maunds thrown overboard.
Georgiana	„ 24	11,200	„ 3	12,063 0	
Hyderee	„ 28	10,530	„ 12	11,298 0	
Kilblain	Mar. 2	9,810	„ 13	9,821 0	
Punjaub	„ 8	11,200	„ 13	11,952 0	
Canute	April 16	15,680	May 19	18,527 20	
Pontiac	May 22	11,250	June 12	11,733 0	
Hydroosee	June 5	11,200	Nov. 22	11,204 0	Via Arracan, 40 maunds overboard.
Myaram Dyaram	„ 9	6,750	June 28	6,022 0	
Safina Toolla	„ 11	3,710	July 12	3,372 0	
Regina	July 13	11,290	Aug. 10	11,002 0	
Navarina	„ 17	13,280	„ 11	13,863 0	
Marchioness of Londonderry	„ 21	13,440	„ 23	13,225 0	
Hamoody	„ 22	20,000	„ 24	20,370 0	
Fullac Shadan	„ 26	2,000	Sept. 13	6,883 0	2,000 Bombay, 4,805 20 Juddah
Punjaub	„ 31	12,000	Aug. 26	12,469 0	
Julia	Aug. 4	13,470	„ 30	13,390 0	
Ingleborough	„ 5	11,200	„ 26	11,952 0	
Culloden	„ 11	17,920	Sept. 13	19,009 0	18,020 manifested.
Futty Salam	„ 13	13,440	„ 20	14,384 0	
Benares	„ 14	11,200	„ 13	11,801 0	
Lady Bruce	„ 16	16,800	„ 11	15,285 0	
Norton	„ 20	18,000	„ 24	18,650 0	
Monarchy	„ 25	18,620	„ 20	17,756 0	
Arden Craig	„ 27	14,000	Oct. 1	14,914 0	
Futtey Ramon	„ 28	18,000	..	.. ..	No account of her arrival.
Hydrosee	„ 30	11,200	„ 6	12,151 0	
Shaw Allum	Sept. 1	18,000	Sept. 24	17,988 0	
Helen Douglas	„ 6	20,350	„ 27	21,776 31	
Peony	„ 11	12,320	Oct. 29	13,415 0	
Prince of Orange	„ 24	10,000	Nov. 16	9,985 0	
Grab Harsinger	Oct. 11	2,240	..	.. ..	No account of her arrival.
			1853.		
Stag	Nov. 5	9,800	Jan. 3	9,975 0	
Hamoody	„ 5	2,240	Feb. 18	3,449 0	2,240 Bombay, 1,378 24 Muscat, per manifest
Punjaub	„ 27	9,960	Jan. 10	10,562 0	
Julia	Dec. 4	13,440	„ 28	14,142 0	
Chili	„ 6	13,440	Feb. 15	12,300 0	25 maunds overboard.
Futtey Moombaruck	„ 11	14,300	Mar. 14	15,161 0	
William	„ 22	15,680	Feb. 12	15,921 0	
John Adam	„ 24	8,960	Mar. 3	9,642 0	8,952 manifested.
	1853.				
Futtey Salam	Jan. 8	10,990	Apr. 5	15,438 0	10,990 Bombay, 4,138 Muscat per manifest.
Merchantman	Feb. 23	14,768	„ 8	15,596 0	14,768 manifested.
Futtey Alum	„ 28	8,960	„ 7	9,504 0	
Sooltanee	Mar. 11	17,860	„ 28	20,146 0	17,880 and 341 bags rock salt
Thomas Davidson	„ 15	2,240	May 14	2,478 0	
Anne Mary	Jan. 19	13,232	Mar. 14	13,998 0	
Shaw Allum	June 1	11,200	June 20	12,067 0	
Roman Empire	„ 3	12,320	„ 20	12,316 0	
Punjaub	„ 6*	8,000	May 10	8,482 0	
Mahomed Samdany	„ 7*	1,443	„ 14	1,761 0	1680 mds., 20 srs. manifested.
Loodianah	„ 22*	2,200	Mar. 21	2,281 0	
Camillus	July 6	11,200	Aug. 30	11,472 0	2 overboard.

* Some mistake as to date of Clearance.

Statement, &c.,—*continued.*

Names of Vessels.	Dates on which Port Clearances were granted.	Quantity of Salt laden in each Vessel.	Date of arrival at Calcutta.	Quantity of Salt imported at Calcutta.	Remarks.
1	2	3	4	5	6
	1853.		1853.		
Victoria	July 8	6,720	Aug. 8	5,926 0	
Nassur Manjit	„ 18	16,900	Sept. 1	17,260 0	16,800 manifested.
Pontiac	„ 27	11,200	Aug. 17	10,017 0	
Almahamoodee	Aug. 13	15,680	Sept. 9	16,330 0	
Anne Laing	„ 15	7,840	„ 9	8,244 0	
Futtey Sooltan	„ 18	4,680	Oct. 3	4,532 0	
Futtey Mombaruck	„ 22	14,000	„ 4	14,647 0	
Hyderee	„ 23	11,656	„ 1	11,973 0	
Eliza	„ 26	20,090	Sept. 17	19,804 0	20,160 manifested.
Shah Jehan	„ 30	12,978	Oct. 18	13,638 0	12,978 manifested.
Punjaub	Sept. 30	10,000	Nov. 16	10,775 0	
Swarthmore	Oct. 11	20,910	„ 24	22,246 0	20,810 manifested.
Delhi	„ 11	13,400	„ 22	14,263 0	13,450 manifested.
			1854.		
Mohossur	„ 25	14,450	Jan. 4	15,271 0	
John Adam	Nov. 4	10,080	„ 19	10,837 0	10,080 manifested.
Maria Grey	„ 12	12,000	„ 16	12,556 0	12,147 manifested.
Delhi	Dec. 6	16,000	Feb. 15	16,902 14	
Nussur Munjit	„ 12	11,200	„ 4	12,050 0	
Bushire Merchant	„ 24	8,960	„ 16	9,751 0	
	1854.				
Arabella	Jan. 11	13,336	Mar. 3	15,187 & 208 mds. rock salt	13,440 manifested, and 71 packages rock salt.
Myaram Dyaram	„ 19	11,200	„ 3	12,095 0	
Mary Anne	„ 23	12,320	Apr. 11	13,512 0	
Victoria	Mar. 11	5,600	„ 10	6,182 0	

APPENDIX R.

STATEMENT showing the Quantity of Salt shipped at Bombay, and Deficiency found on its delivery in Canara, with its Per Centage, during the year 1851-52.

No. of the Receipt granted.	Quantity shipped at Bombay, as per Export Certificate.	Deficiency found in the delivery in Canara.	Per Centage of the Deficiency.
	Indian Maunds.	I. M. S. T.	
1	700	48 29 12	7
2	2,450	258 12 0	$10\frac{9}{16}$
3	1,820	134 39 64	$7\frac{7}{16}$
4	1,050	856 34 64	This case was reported to the Board of Revenue.
5	770	64 8 24	$8\frac{6}{16}$
6	700	46 11 40	$6\frac{10}{16}$
7	1,400	117 10 28	$8\frac{6}{16}$
8	770	68 32 60	$9\frac{1}{16}$
9	420	29 16 0	7
10	630	30 20 38	$4\frac{12}{16}$
11	1,960	130 14 52	$6\frac{10}{16}$
12	700	56 12 76	8
13	630	75 11 60	12
14	980	44 7 40	$4\frac{8}{16}$
15	770	53 39 26	7
16	1,400	77 18 79	$5\frac{9}{16}$
17	840	73 28 70	$8\frac{13}{16}$
18	1,120	110 33 39½	$9\frac{14}{16}$
19	2,800	278 19 71	$9\frac{15}{16}$
20	525	37 33 9	$7\frac{3}{16}$
21	1,750	89 27 26	$5\frac{2}{16}$
22	2,100	131 26 18	$6\frac{4}{16}$
23	1,960	131 19 47	$6\frac{13}{16}$
24	2,030	150 37 70	$7\frac{6}{16}$
25	1,260	65 9 30½	$5\frac{3}{16}$
26	1,820	155 18 68	$8\frac{8}{16}$

No. of the Receipt granted.	Quantity shipped at Bombay, as per Export Certificate.	Deficiency found in the delivery in Canara.			Per Centage of the Deficiency.
	Indian Maunds.	I. M.	S.	T.	
27	1,960	116	1	67	$5\frac{15}{16}$
28	1,190	64	1	10	$5\frac{5}{16}$
29	1,260	82	3	23	$6\frac{1}{2}$
30	560	25	26	16	$4\frac{10}{16}$
31	1,750	53	18	36	3
32	2,240	169	6	56	$7\frac{1}{2}$
33	1,820	94	32	65	$5\frac{1}{4}$
34	1,540	75	27	0	5
35	840	46	30	50	$5\frac{3}{4}$
36	1,400	50	20	60	$3\frac{1}{2}$
37	700	53	24	62	$7\frac{11}{16}$
38	1,820	116	29	70	$6\frac{1}{2}$
39	770	29	22	14	$3\frac{3}{4}$
40	700	55	12	13	8
41	1,050	78	7	24	$7\frac{1}{2}$
42	1,400	81	16	18	$5\frac{3}{4}$
43	700	62	24	15	9
44	1,190	158	14	77	$13\frac{1}{4}$
45	980	64	13	50	$6\frac{1}{2}$
46	1,190	49	28	25	$4\frac{1}{8}$
47	910	68	30	0	$7\frac{1}{2}$
48	770	83	29	30	$10\frac{7}{8}$
49	1,050	102	2	0	$9\frac{3}{4}$
50	1,120	46	21	35	$4\frac{3}{16}$
51	910	65	26	37	$7\frac{1}{4}$
52	700	1	38	12	$0\frac{1}{4}$
53	700	47	6	35	$6\frac{3}{4}$
54	1,400	60	2	49	$4\frac{1}{4}$
55	1,400	61	30	0	$4\frac{7}{16}$
56	840	40	34	61	$4\frac{7}{8}$
57	1,190	117	37	48	$9\frac{7}{8}$
58	700	25	10	30	$3\frac{5}{8}$
59	1,470	53	38	67	$3\frac{5}{8}$
60	980	45	32	27	$4\frac{13}{16}$
61	1,330	29	15	4	$2\frac{3}{16}$
62	2,100	52	7	52	$2\frac{1}{2}$
63	1,260	46	39	25	$3\frac{3}{4}$
64	700	54	7	19	$7\frac{3}{4}$
65	1,120	68	39	78	$6\frac{3}{16}$
66	2,800	233	11	46	$8\frac{3}{8}$
67	800	58	6	1	$7\frac{1}{4}$
68	2,380	118	9	11	5
69	700	33	38	44	$4\frac{7}{8}$
70	525	9	29	75	$1\frac{3}{4}$
71	2,100	156	25	66	$7\frac{7}{16}$
72	1,260	55	39	59	$4\frac{1}{2}$
73	1,750	230	36	66	$13\frac{3}{16}$
74	420	37	33	60	9
75	910	39	21	74	$4\frac{6}{16}$
76	1,190	72	18	6	$6\frac{1}{16}$
77	1,585	56	14	77	$3\frac{9}{16}$
78	630	34	6	37	$5\frac{7}{16}$
79	1,190	124	15	74	$10\frac{7}{16}$
80	980	76	27	65	$7\frac{7}{8}$
81	630	31	2	73	$4\frac{15}{16}$
82	1,400	83	37	25	6
83	2,450	138	32	30	$5\frac{11}{16}$
84	770	77	11	44	10
85	770	54	33	0	$7\frac{1}{16}$
86	1,960	90	19	60	$4\frac{5}{8}$
87	1,680	79	30	71	$4\frac{3}{4}$
88	1,960	213	22	11	$10\frac{7}{8}$
89	1,100	127	2	30	$11\frac{9}{16}$
90	3,600	189	9	21	$5\frac{1}{4}$
91	980	64	24	69	7
92	1,680	149	16	27	9
93	700	82	19	32	$11\frac{3}{4}$
94	1,010	21	24	50	$2\frac{1}{8}$
95	1,400	103	12	23	$7\frac{6}{16}$

APPENDIX S.

A Summary of the Correspondence, commencing in November, 1846, and terminating in September, 1850, relating to the Inquiry made in the Bombay Presidency, in pursuance of orders of the Court of Directors, as to whether the progressive decline in the deliveries of Salt, from the Year 1844, had been occasioned to any extent by the illicit introduction of Salt, which had evaded the payment of the duty, or whether the increase of duty in that year, from 8 annas to 12 annas, had caused a decrease in the consumption.

Extract of a Letter from the Court of Directors, dated the 18th of November, 1846, No. 21.

3rd. Notwithstanding the increase in the salt duty from 8 annas to 1 rupee per maund, by Act XVI., of 1844, from the 1st of September of that year, which rate was under our orders reduced, from the 14th of September, to 12 annas per maund, the gross salt revenue shows an increase of only rupees 1,96,652.

	Rupees.
1843–44 ..	18,58,021
1844–45 ..	20,54,673
Increase ..	1,96,652

4th. We are much concerned to notice the large falling off in the deliveries of salt, as shown in the statement prepared for your information by the Revenue Secretary. From this statement it would appear that, in the twelve months ending with August, 1845, as compared with the preceding twelve months, the quantity of salt which had paid duty had fallen from maunds 40,31,678 to maunds 27,74,004, showing a decrease in the year of maunds 12,57,674. The reasons assigned for this large decrease in the apparent consumption of salt are altogether insufficient to account for it, and, moreover, apply principally to the Tanna district, in which the largest deficiency occurred, and a searching inquiry ought immediately to have been instituted, for the purpose of ascertaining the true causes of so remarkable a circumstance. We are inclined, however, to suspect the existence of some error in the statement, which evidently includes salt exported, as well as that consumed within the Presidency. * * *

5th. The statement is, however, to some extent confirmed by those furnished by the Revenue-Accountant. * * *

6th. From the Revenue-Accountant's statements it would appear that the quantity of salt consumed and exported, in the year 1844-45 fell short of that in the preceding year by maunds 5,82,490; and, from Mr. Townsend's statement, it appears that the deliveries, in the months of May, June, July, and August, 1845, after the close of the official year, were below those of the corresponding months in the preceding year by maunds 4,61,343, making a total decrease in the consumption and exportation of salt, between the 1st of May, 1844, and the 31st of August, 1845, of maunds 10,43,833, as compared with the preceding sixteen months.

	Maunds.
Total deliveries in May, June, July, and August, 1844	9,24,832
Ditto 1845 ..	4,63,489

7th. This result, although not quite so unfavourable as that shown by Mr. Secretary Townsend, is yet one which demands your instant and serious attention, and we desire that, if you have not already done so, you will adopt immediate measures to satisfy yourselves whether the falling off is to be attributed to the local and temporary causes to which the Revenue Commissioner, Mr. Pringle, and the officiating Collector of Continental Customs and Excise, Mr. Law, appear disposed to ascribe it; whether it is in any degree assignable to a fluctuation in the demand for exportation to the other Presidencies and to foreign countries, or whether it is in consequence of diminished consumption, caused by the enhancement of the rate of duty from eight to twelve annas per maund.

Extract of a Letter from the Court of Directors, dated the 19th July, 1848, No. 8.

4th. In consequence of the remarks contained in our despatch of the 18th of November (No. 21), 1846, on the decrease in the quantities of salt taken out for consumption, you have forwarded a statement, showing the results of the operation of the Salt Excise, from 1842-43 to 1845-46. From this it appears that the salt taken from the works, whether for consumption within British territory, or for transport into the territories of the Nizam, or other native princes,

amounted, in each of those years, to the quantities given in the margin.* The increase in 1843-44, you observe, "may have arisen from the stimulus afforded to the trade, by the knowledge that the duty was about to be enhanced, which may have caused the removal of salt from the pans, in anticipation of future demands. This would affect, in an opposite manner, the quantities removed in subsequent years, and, combined with the necessary effect of a rise in price, consequent on the increased rate of tax, may suffice to account for the falling off shown in 1844-45 and 1845-46."

5th. In the following year, 1846-47, the Accountant-General's statements exhibit a decrease in the salt revenue of rs. 3,29,864, which would indicate a further falling off in the consumption of more than four lacs of maunds.

Salt Excise.

	Rupees.
1845-46 ..	22,57,824
1846-47 ..	19,27,960
	3,29,864

6th. We learn with satisfaction that the attention of the Revenue Commissioners of both divisions has been called to the subject, as we consider it of the utmost importance that the causes which have led to the progressive decline in the deliveries of salt, since the tax was increased from eight to twelve annas per maund, should be clearly ascertained, so as to show whether the decrease has to any extent been occasioned by the illicit introduction of salt, which has evaded the payment of the duty, in which case proper measures of prevention should at once be adopted, or whether the enhanced price has, in reality, led to a reduced consumption among the people. If, after full inquiry, you should arrive at the conclusion that the increase of duty, in 1844, from 8 annas to 12 annas per maund, has occasioned the decrease in the consumption of this necessary of life, of the probability of which we entertain a strong opinion, we desire that you will apply to the Government of India for authority to reduce the duty to its former amount of eight annas per maund. You will lose no time in replying to this despatch.

Extracts from the Letters of the Collectors and Commissioner of the Northern Division.

Mr. Jones, Agent at Colaba, 8th November, 1848.

"* * * I have learned from the coolies in this and the other parts of the coast (who are great consumers of salt) that the tax has made no diminution in the quantity they must have for use." * * *

1st December, 1848.

"* * * In my conversation with natives, either in public or in private, I have never heard a complaint against the price of salt. * * * I do not think this would be the case if the well-being of the people generally were materially affected by the high rate at which they are obliged to supply themselves with salt; at the same time it is impossible that the poorer classes should not, in some degree, be sufferers."

Mr. Elphinstone, Collector of Candeish, 10th November, 1848.

"3rd. As salt is only used as a seasoning necessary, to render other food palatable, the amount of its consumption in the interior is not variable, or affected by its price, so long as the price does not place it beyond the means of the poorer classes. It is not supposed that the enhancement of its price has placed the small quantity of salt used by the people beyond their means of purchase."

"4th. * * * It appears to me to be difficult to determine, with certainty, how far the consumption of salt, and, consequently, the welfare of the people within the Company's territories, have been affected by the increase of tax on this article of food; but, at present, I cannot ascertain there are any complaints, in this province, of its scarcity or dearness."

Mr. Stewart, Collector of Surat, 21st November, 1848.

"* * * I am of opinion that the increase of the tax has affected the consumption of salt, but I would at the same time observe, that I doubt whether it has in any degree affected the well-being of the people, by reducing the quantity they consume, below what is known to be necessary for the preservation of health. I believe that the great increase in the price of salt has induced greater economy in its use; for instance, I am informed by respectable individuals that in their families, prior to the passing of the Salt Duty Act, their annual expenditure was from 10 to 12 Maunds of salt, whereas, at present, by care, their consumption of this article has been reduced to about 4 Maunds, and, doubtless, the same effect must have been produced amongst those of the lower grades in society. There can be no doubt that in a zillah like Surat, smuggling, from its facility, is carried on to a very great extent,

	Maunds.
* 1842-43	30,94,385
1843-44	33,59,871
1844-45	28,18,352
1845-46	27,61,186

Letter dated 26th February, (No. 17), 1848.

but I do not think that the decrease in the quantity of salt removed from the Salt Pans can be solely attributed to this.

"2nd. I think it will appear, that the enhancement in the price, consequent on the levy of the increased duty, has a decided tendency to diminish the consumption, when I mention that formerly it was customary for dealers in grain to allow all the poorer classes, who purchased from them the supply of grain for their daily food, to take, gratis, the quantity of salt required to season it, which indulgence upon the passing of the Act at once ceased, and they are now compelled to purchase what they require, and are doubtless more provident than before.

"3rd. I have already stated my opinion, that I do not believe the increase of duty has done more than induced greater care in regulating the quantity of salt consumed by the middle and lower classes. I do not think that it can be considered, in this Collectorate, as amounting in any degree to a prohibition of the use of this necessary article of life among any classes of people.

Mr. Bettington, Deputy Collector of Continental Customs and Excise, 25th November, 1848.

"5th. Government are in a measure aware of the extent to which smuggling has been carried, and the effect of the additional 50 per cent. of profit to the smuggler, and of temptation to the inadequately paid Daroga and salt watcher.

"6th. As regards the question now under reference, it will be observed, that I have treated the increase duty simply as one of expediency, as to whether, in the interest of revenue, the increased tax was likely to be advantageous or not, because I am convinced the supposed injury to the people is a fallacy, and I know that the cry that has been got up by interested persons in this country and in England, against the alleged oppressive character of the Salt Excise on the people of India, is one of the most wicked falsehoods it has ever entered the heart of man to devise.

"7th. I think this will be quite apparent when we consider, that one day's wages of a Sepoy, a Lascar, a common servant, or half a day's wages of an artisan, or handicraftman, will purchase all the salt he can consume in twelve months.

"8th. There is no analogy whatever between the question, as it affects the smuggler, and as it affects the consumer, the difference in the tax is important to the smuggler of a boat load or a dozen carts of salt, but the additional cost to the daily consumer of Excised salt is infinitessimal, the 365th part of one anna per diem.

"9th. There is no comprehensive and really productive tax in any country in the world, that presses so lightly on the consumer; in the interior, where the article is necessarily more expensive, it is the cost of transport that makes it so. Certainly there is no district in Western India, where the labourer is barred by the Excise from getting a needful supply of salt."

Mr. Luard, Collector of Continental Customs and Excise, 7th December, 1848.

"2nd. I quite agree with Mr. Bettington, that no accurate deductions, or even approximation to the truth, as to the quantity of salt consumed, can be made from the quantity of salt excised, until smuggling becomes the exception, and not, as I believe, the rule * * *

* * *

"8th * * * The salt tax has told with multiplied injury upon our coast fisheries, but, as far as individual consumption is concerned, I do not believe any native of this Presidency has ever felt the operation of this tax.

* * *

"12th. * * * After the most mature consideration, I confess that I am utterly unable to speak, except from surmise, to the fact whether the natives of this Presidency have reduced their consumption of salt, in consequence of the increased duty or otherwise. My belief, however, is, that there are no grounds whatever for the apprehension, whilst the records of this office afford no data whatever, pro or con."

Mr. Davies, Collector of Broach, 8th December, 1848.

"2nd. It is scarcely requisite for me to point out, that any opinion upon this question, can only be formed from enquiry made amongst those who are supposed to be best acquainted with the habits of the people, and that unless a mass of evidence were taken and recorded, the difficulty of adducing specific data in support of it, should be taken into consideration. * * *

"3rd. My decided impression then derived from these sources is, that the consumption of salt has been very materially diminished by the enhanced cost at which that condiment is now sold. To those who from formerly using it freely in their families are now brought to a comparatively stinted consumption of salt, the high duty may have been so far innocuous, still as regards the use of salt in the food of cattle, and for manuring valuable trees, the effects of the present high price appear to have been everywhere prejudicial. On the other hand, the universal opinion of those with whom I have conversed on the subject is, that amongst the poorer classes, on whom the slightest additional tax falls doubly heavy, and whose every article of food has to be purchased in the

smallest portions, and hence in the most expensive manner, the use of salt with their daily food has been curtailed to a degree which cannot but prove baneful to the health.

"4th. If these results are generally recognised, to obtain in districts bordering on the sea, the injurious effects in more inland parts must be greatly aggravated." * * *

* * * I have the honour to inform you, that the impression on my mind in regard to the consumption of salt, derived from conversation at different times with respectable natives, is, that it has not been reduced to any material extent by the increase of the Excise. Formerly, when salt was very cheap, a great deal was wasted by neglect in preserving it. Now that it has become an article of so much greater value, more care is taken of it, and a comparatively small quantity is often made to last as long as a larger supply previously did. Mr. Law, Collector of Tanna, 8th December, 1848.

"2nd. I am informed that the Brinjaries were formerly in the habit of giving a good deal of salt to their bullocks, which they have discontinued since the rise in price consequent on the increased Excise; but this does not appear to have caused any serious complaints."

"2nd. In reply, I beg to inform you, that I apprehend the consumption of salt is considerably diminished amongst the poorer classes, though to what extent I am unable to estimate. I am informed that before the Excise was raised to its present amount, persons buying grain for their food from the village Banyans received a small portion of salt gratis, which is not given now; but even the smallest quantity required must be bought. The poor classes have in consequence resorted to pieces of ground called here "Khar," where a scanty deposit of an inferior kind of salt is to be found, which is scraped together for use." Mr. Fawcett, Collector of Ahmedabad, 27th January, 1849.

"8th. From a mature consideration of the question, I have come to the conclusion— Mr. Shaw, Revenue Commissioner, Northern Division, 15th March, 1849.

First—That, taking into the calculation the great amount of petty and obnoxious taxes that were abolished in consideration of the increase of the Salt Excise, the measure has been one of mild and beneficial jurisprudence.

Second—That if it had borne heavily on any class of the population, Government (instead of there been no petitions) would have been overwhelmed with complaints against it.

Third—That, as a matter of fiscal policy, it has not produced the results that were anticipated is to be attributed to the facts, that persons have been more frugal in its use, and that the charges introduced (not to be returned to, if even Government relinquished the extra tax,) have upset existing arrangements, the Banyans, or grain sellers, having seized the opportunity of departing from an old custom of giving gratis to their customers the salt required to be eaten with the grain purchased; and

Lastly—That the increased Excise has offered an additional premium to contraband dealers."

"9th. In conclusion, I would very respectfully beg to suggest that no alteration in the rate of Excise should be adopted, until at least after a period of three or five years' experience, and that, in the interim, more restrictive enactments should be passed, legalising the seizure of carriage employed in smuggling and punishing contraband dealers, as is the case in Europe. Without an act of this description it is in vain, in my humble judgment, to look for a diminution of smuggling, the actual price of the salt being so low, and the profit to the carrier or illicit importer, whose carriage would, probably, otherwise be returning disengaged, so large, and the risk of loss being so slight, being merely the cost of the salt, that nothing but restrictive laws, accompanied by the seizure of the carriage, and punishment of the smuggler, will ever prevent speculators embarking in a trade holding out such large prospects of remuneration with so little risk."

Extracts from the letters of the Collectors and Commissioner of the Southern Division.

"2nd. From the statement which accompanied the Government letter, it would appear that there has been a falling off in the export of salt; but there is nothing to shew that this falling off was occasioned by the inhabitants not having the power to supply themselves with salt in consequence of its enhanced price, occasioned by the enhanced duty, (viz., from 8 to 12 annas per maund). Mr. Spooner, Collector of Ahmednuggur, 6th May, 1848.

"3rd. The imposition of the enhanced tax does not appear to have had any

injurious effect in this collectorate; the price of salt before the said imposition was about 8 pies per seer of 80 tollas, and a little more than rupees 1½ per maund of 3,200 tolahs; and at the present time the price is about 9 pies per seer, and less than rupees 2 per maund.

* * * * * * *

"8th. It appears to me that, so far as this zillah is concerned, there is no necessity to amend or alter the existing laws regarding salt."

Mr. Courtney, Collector of Poona, 31st May 1848.

"3rd. * * * It would not appear that the operation of Act XVI. of 1844 has, as yet, had any very sensible effect on the importation and consumption of salt in this zillah.

Mr. Coles, Collector of Rutnagherry, 21st September, 1848.

"3rd. The Mamlutdars are unanimous in stating that the consumption of salt has decreased by about one-fourth the quantity used previously to the passing of the Excise Laws* of 1837 and 1844. On a comparison of the sums total exhibited in column 6 of the Return, this does not appear to be strictly correct, the enhanced price of the article, in consequence of the operation of Regulation 16 of 1844, did, if there is any truth in the statement, at first affect the consumption; but the Return for last year shews that it has regained its former position.

* * * * * * *

6th. The Excise Laws have operated, it is feared, to prevent the very poorest classes from providing themselves with a sufficiency of salt; it has, however, I imagine, only made the other classes more careful in the use of an article which they formerly, on account of its cheapness, used extravagantly. * * *

7th. Only one Mamlutdar (the Malwan) has reported that the result of his inquiries has led him to the conclusion that the health of the poorest classes has been affected by the impossibility of obtaining a sufficiency of salt; but, from my own inquiries, I am induced to believe that, although its price has been greatly enhanced, it is, from being a production of the zillah, and easily imported, still procurable by all classes, although much greater care is used in its consumption."

Mr. Davidson, 1st Assistant Collector in Charge, Poona, 2nd December, 1848.

"The general decrease in deliveries, which has attracted the notice of Government and the Court of Directors, can only be accounted for by the increased smuggling, owing to the to-be-lamented increased stimulus thereto, arising from the increased duty and consequent increased price to consumers.

Mr. Bell, Collector of Dharwar, 14th December, 1848.

"2nd. The information I have thus collected leads me to the following conclusions:—

1stly. That there is no reason to suppose that any considerable quantity of salt is imported into this province, which has evaded the duty.

2ndly. That the enhanced price of salt, consequent on the increase of the duty from eight to twelve annas, has caused the population to resort to the use of earth-salt, manufactured in Mysore and the Nizam's territory, which, by the poorest classes, is mixed with the salt imported from the pans on the coast, and that the better classes have been obliged, by the enhanced price of salt, to economise its use more than was necessary before the increase of the tax.

"3rd. * * * Viewing the question in a financial point, I cannot entertain a doubt that the imposition of a higher tax on salt has had the effect of diminishing its consumption, and, consequently, the revenue derived from the tax. The far larger proportion of the inhabitants of this country may be said to have but a bare subsistence, and a rise in the price of so universally-consumed a necessary of life as salt must be met by a more economical use of it.

"4th. At the same time the difference of price is not so great as to subject the population to any material deprivation, for no complaints are heard on the subject. * * *

"5th. I am, therefore, of opinion that, though the reduction of the tax to the former amount is by no means required, as a relief to the population from deprivation, still it would be productive of increased consumption of salt and, in all probability, would result in an increase of revenue from the Salt Excise."

Mr. Harrison, Acting Collector of Sholapore, 8th March, 1849.

"There would not seem to be any reason for supposing that the result, as regards the foreign trade, has been occasioned by the illicit introduction of salt which has evaded the payment of the duty; and, with reference to the home-consumption of the Collectorate, the fact of the expenditure having increased under the 12-anna duty speaks for itself, in showing "that the power which the people have hitherto possessed of supplying themselves with this necessary of life" has not been reduced."

* Vide Act XXVII of 1837.
„ XVI of 1844.

"I beg to state my opinion, founded upon the reports of my district officers, and upon what I learn from personal intercourse with the people, that the rise in the price of sea-salt, consequent upon increased Excise duty, has greatly diminished the consumption of this necessary of life among our subjects, and has seriously affected the extent of its export into the Nizam's territory, where the manufacture of earth-salt has, consequently, much increased, and whence this manufactured article is doubtless clandestinely introduced into our frontier districts. Mr. Inverarity, Acting Collector, Belgaum, 4th April, 1849.

"When the Excise was 8 annas a maund, sea-salt was freely given to cattle; now that this duty is increased to 12 annas a maund such salt is no longer mixed mixed with their food; and its attainment by the poorer classes of natives for their own consumption, is a matter of no slight difficulty. A return to the old excise duty of 8 annas a maund, would be a boon to all classes of the native community, and would be surely followed by increased consumption, and an increasing revenue, while the temptation to smuggle would be altogether withdrawn."

"8th. In this opinion (Mr. Inverarity's) which his Lordship in Council will observe is, with some variation, the opinion of every Collector of this division, except the Collector of Ahmednuggur, I wholly coincide, and as it appears very much in conformity with the sentiments of the Court of Directors, I would respectfully express a hope, that the old duty of 8 annas per maund may be speedily reverted to. To dwell on the numerous advantages of light taxation of one of the first necessaries of life, would, I am persuaded, be quite unnecessary in addressing his Lordship in Council." Mr. Townsend, Revenue Commissioner, Southern Division, 19th July, 1849.

Extract from a Minute by the Mr. Willoughby, dated 27th August, 1850.

"Our attention was first drawn to this important subject in the Court's despatch, dated the 18th of November, 1846, and again in their despatch of the 19th of July, 1848, and we were instructed to report on the operation of Act XVI of 1844, with a view of ascertaining whether, increasing the Excise from 8 to 12 annas per maund, had diminished the consumption of salt, and been injurious to the community.

* * *

"3rd. Although there can be no doubt that the increase in the Excise must have had a tendency to diminish consumption, and to increase the contraband trade in salt, nevertheless, I am disposed to concur in the view taken by Mr. Shaw, the Revenue Commissioner, and the majority of the officers who have been consulted on the subject, that the measure has not pressed with any great severity on the community, and that taking into consideration that the increase was a substitute for more than an equivalent, in the shape of taxes of a most vexatious character remitted, we are not called upon, nor is it necessary, without further experience, to revert to the 8 anna excise.

"4th. Still I would inform the Court that we shall not fail periodically, to review the effects of Act XVI of 1844, and if we consider it necessary for the welfare of the community, and especially the poorer classes, apply the remedy suggested."

Extract from a Minute by Mr. Blane, dated the 27th August, 1850.

"The result of our inquiries hitherto, as given in Mr. Showell's summary, as well as of those which I had personally an opportunity of making while Revenue Commissioner, does not lead me to the conclusion, that any reduction in the Excise is, at present, called for. It is possible that the extent of the contraband trade may influence the cost at which the poor consumer is enabled to obtain his necessary supply, and the effect of our measures for the suppression of smuggling, should therefore be watched by means of periodical inquiries as to the state of prices. I would hope, however, since the cost of conveyance enters so largely into the price at a distance from the source of supply, that our progress in opening out new roads, and improving the internal communication, may more than counterbalance any enhancement to be apprehended from the stricter realization of the Excise. The consumers on the coast, particularly the fishermen, in their capacity of salters of fish, are the parties most sensibly affected, but they, on the other hand, have greatly benefited by the exemption from the direct taxation to which they were previously subjected."

Extract of a letter from the Bombay Government to the Court of Directors, dated the 14th of September, 1850.—No. 80.

We have the honour to acknowledge the receipt of your despatch, No. 8, dated the 19th of July, 1848, reviewing the Annual Reports on the Customs and salt revenue of this Presidency, for 1844–45, and the Statements exhibiting the financial results of these branches of revenue for the years 1845–46, and 1846–47, and instructing us to report whether the increase of the Excise, from 8 to 12 annas per Indian maund, had diminished the consumption of salt, and been injurious to the community; and whether a reduction of this rate to its former standard was called for.

2nd. In reply, we beg to submit the accompanying very clear summary and a review of the proceedings of Government relative to this important branch of the revenue, and of their results, together with copies of the proceedings therein alluded to. We solicit your particular attention to the Minutes recorded by the several members of Government, in which their sentiments are embodied, and from which your Honourable Court will learn, that we are unanimously of opinion, under the information we have obtained, no reduction in the present rate of Excise is, at present, necessary. We beg, however, at the same time, to assure you, that we shall not fail to review periodically the effects of Act XVI of 1844, and if, at any time, it should appear necessary for the welfare of the community, and especially of the poorer classes, to adopt the remedy authorized by you, we shall not neglect to do so.

APPENDIX T.

STATEMENT shewing the Wholesale and Retail Prices of Salt current at the several Inland Cities supplied with the Article from the Salt Works under the Bombay Presidency.

Names of Cities.	Wholesale Price of Salt, per Indian Maund.	Retail Price of Salt, per Indian Maund.	Places whence supplied with Salt.		Remarks.
			Names.	Distance in a direct line in English miles.	
Ahmedabad ..	1 0 0	1 0 9	Patree	52	
			Ooroo	59	
			Futtehpoor	65	
Ahmednugger ..	1 6 3	1 7 7	Penn	110	
			Panwell	105	
			Oorun or Carrunja ..	119	
Belgaum	1 2 6	1 3 0	Goa Territory	47	
			Rutnagherry Collectorate	66	
			Warree Territory ..	43	
Dharwar	1 5 0	1 6 3	Goa	67	
Dhoolia (Khandeish)	1 2 0	1 4 0	Surat	124	Salt from the Goa District pays the regulated Excise Duty to the British Government when passing the frontier.
			Gorebunder	164	
			Bassein	165	
Indore	2 3 7	2 4 8	Salt Works in the Ahmedabad Collectorate	263	
Jaulnah	1 9 4	1 10 5	Gorebunder	211	
			Panwell	200	
			Bassein	212	
Kaira	1 0 0	1 0 10	Patree	64	
Poona	1 4 11	1 6 7	Panwell	59	
			Penn	52	
			Oorun or Carrunja ..	65	
			Bellapoor	62	
Sattara	1 3 6	1 4 6	Carrunja	109	
			Penn	95	
Sholapoor	1 12 0	2 0 0	Oorun or Carrunja ..	210	
			Panwell	202	

APPENDIX U.

GLOSSARY of the Native Terms used in connection with the Report of the Manufacture of Salt in the Bombay Presidency.

Agur .. .. .. 1. A tract of land containing salt pans.
2. A complete salt pan.
Anteel .. .. .. Inner; of or belonging to the interior.
Azmaesh .. .. .. An estimate.
Azmaesh-kurda .. .. An estimate book.
Bahareel .. .. .. Outer; of, or belonging to, the exterior.
Beeghotee .. .. .. The system of assessment by which the cultivator instead of giving a certain portion of the crop, pays a certain rent for beegha.
Bhundari .. .. .. The name of a caste who extract toddy from the cocoa nut and brab trees, &c.
Brinjarries .. .. A wandering tribe carrying grain for sale on bullocks.
Bullootee .. .. .. A tax on hereditary village officers and artisans.
Canoongoe .. .. An hereditary officer in each district acquainted with the customs, and the tenures of lands, and whose duty it is to register them. He corresponds to the Deshpandi of the Deccan, in the same manner as Chowdri corresponds to Deshmookh or Desaee. In Guzerat he is termed Mujmoodar.
Carkoon .. .. .. 1. A manager; operator.
2. The registrar of the collections under a zumindar; a clerk; writer.
Chanch .. .. .. A native contrivance for raising water, consisting of a transverse bamboo beam with a pot attached to it working on a perpendicular one inserted in the earth.
Chouth .. .. .. A fourth; a tribute paid to the ruling power in acknowledgement of supremacy.
Chowkey .. .. .. A guardhouse.
Coonbie .. .. .. The name of a caste whose almost only employment is agriculture.
Coorumbee .. .. A person employed in the manufacture of salt.
Daroga .. .. .. The head man of an office; superintendent; inspector; overseer.
Deccan .. .. .. The south; southern. The Deccan or country above the Western Ghats between the Godavery and Kristna Rivers.
Deshmookh .. .. The chief hereditary officer of a district or purgunna. In Guzerat he is termed Desaee.
Deshpandya .. .. An hereditary officer under the Deshmookh, to whom he bears the same relation as the Canoongoe does to the Chowdri. In Guzerat he is termed Mujmoodar. The following table will perhaps explain the different relations :—

Localities.	Designation of Pergunnah Officers.		Designation of Village Officers.	
	Superior.	Inferior.	Superior.	Inferior.
Deccan	Deshmookh ..	Deshpandi ..	Patel	Koolkurni
Guzerat	Desaee	Mujmoodar ..	Mookhi and Oogratdar	Talatee
N.W. Provinces ..	Chowdree ..	Canoongoe ..	Patel	Patwaree
Bengal	„ ..	„ ..	Mondel	Patwaree
South India	„ ..	„ ..	Patel or Moocadum	Curnam

Fuzundar .. .. .. A proprietor of land.
Ghussialoon .. .. Self-produced salt, scraped from the surface of the ground; an efflorescence of salt.
Gonee .. .. .. A pack sack, that is saddle-bags on a large scale.
Havildar .. .. .. A native officer placed over Peons, next in rank to the Jemadar or head.
Hoorée .. .. .. A small boat or canoe.
Huck .. .. .. A claim; right; share; due.
Hulkara .. .. .. A messenger; a Peon.
Jemadar .. .. .. A native superintendent of Peons.
Karkoon .. .. .. *Vide* Carcoon.

Khird or Kurdo ..	.. A rough copy; a rough draft; a waste book; an account book. It is generally used in composition, as Simkhurda (Sim a boundary). A field register.
Khuttownee ..	.. A ledger.
Koondie	.. An earthen pot or jar. Technically an evaporating salt bed.
Khuzeena ..	.. A treasury; granary; magazine; applied to the reservoir in which water is stored at the salt pans.
Kussub Veeras ..	.. Taxes on shops, trades, and professions, chiefly levied in Guzerat and Candeish.
Map-khurda ..	.. A rough memorandum of measurement.
Meetbunder ..	.. A salt mart.
Mohuturfa ..	.. A tax on shopkeepers and artificers.
Naique (Naick) ..	.. A native officer placed over Peons, and subordinate to the Havildar, who is next in rank to the Jemadar or head.
Naka	.. Corner of a road; place where several roads cross; a Customs or Preventive post.
Nakadar	.. The head officer at a Customs or Preventive station.
Nugdee	.. Of, or relating to, ready money. "Nukdee payment," payment in cash.
Nullah	.. A watercourse or channel for the passage of water; a creek; a canal.
Pandhurrun or Panghur	.. A reservoir for water.
Patell	.. The hereditary head man of a village.
Phurra	.. A measure of capacity. The Bombay salt phurra, contains one Indian maund.
Purwana	.. An order; pass; permit; warrant.
Pylee	.. A measure of capacity for dry goods. The salt pylee contains $5\frac{6}{7}$ lbs.
Rahdaree	.. 1. A transit. 2. Transit duties.
Rass	.. A heap, an accumulation.
Rea	.. A small coin of the value of about $\frac{1}{2}$ Bengal pie.
Ritar-burdar ..	.. Empty packages.
Rowanah	.. A protective document; a permit to pass goods free of duty.
Roz-kheerd ..	.. A day-book or journal.
Shroff	.. An examiner or sorter of coins; a money changer.
Sir Karkoon ..	.. A head Karkoon.
Suza	.. A territorial division; a range or group of salt pans.
Talooka	.. A territorial division.
Tapownee ..	.. A heating place; a brine pit or bed.
Teep-khurda ..	.. A check book.
Thulbhurreet ..	.. Export dues.
Thulmor	.. Import dues.
Tolah	.. A weight of one rupee or 180 grains Troy.
Tolat	.. One who weighs; a weigher.
Tol-khurda ..	.. Book in which weighments are registered.
Wujjun-khurda .	.. A book in which weighments are registered.

(Signed) GEO. PLOWDEN,
Commissioner.

PART II.

MADRAS.

APPENDIX A.

Letters of the Salt Commissioner.

No. 1.—Letter to Sir Henry Montgomery, Bart., Chief Secretary to the Government of Madras. No. 2. Dated Bombay, the 24th of March, 1854.

No. 2.—Letter to T. Pycroft, Esq., Secretary to the Government of Madras. No. 7. Dated Madras, the 26th of May, 1854.

Appendix A.—No. 1.

No. 2.

To Sir Henry Montgomery, Bart., Chief Secretary to Government, Madras.

Sir, *Bombay, March* 24, 1854.

In pursuance of the inquiry which I have been commissioned by the Supreme Government to make, as to the practicability of carrying into effect any system under which the manufacture and sale of salt in India shall be absolutely free, subject only to such Excise, or other duties, as may now, or from time to time, be levied on such salt so manufactured, I have the honour to request that you will be so good as to procure for me, with the least possible delay, from the proper official source, a memorandum describing, in full and complete detail, the system under which the revenue derived from salt, in the Presidency of Madras, is managed, and the laws by which it is regulated,—its practical operation, whether effective or to what degree defective, and the changes which might be made in it with advantage.

2nd. As this memorandum must constitute one of the ground-works for enabling me to arrive at a decision, as to the practicability and best method of substituting a system of Salt Excise, in the Presidency of Madras, for the system under which the Salt Revenue of that Presidency is now managed, it is very necessary that it should embrace the fullest information, down to the latest periods.

3rd. I may give the following outline of what is required, leaving it to the authority on whom it may devolve to prepare the memorandum, to supply any

points, connected with, or independent of, those indicated, which may have been omitted, and to weave the whole into the memorandum, in such order, and in such detail, as will give the best connected, and most complete, view of the whole subject.

1. The districts in which salt is manufactured, the nature of the country in, and adjoining to, which the manufacture is carried on in each; the produce of each district.

2. The rights of any parties in connexion with the manufacture.

3. The manufacturers—who they generally are, and the arrangements and terms upon which they carry on the manufacture.

4. The process of production, the places and mode of storage, and the method of keeping an account of the produce, so as to secure the whole being brought to account, and accounted for.

5. The mode of sale; sale prices.

6. The mode of protecting the revenue.

7. The entire agency—covenanted and uncovenanted, and all establishments—ministerial, manufacturing, and preventive, employed in each district, with a description of the duties of each class of officer.

8. The extent of smuggling, and the modes in which it is principally carried on, with the grounds for believing it to be great or small.

9. The mode in which, and the persons through whom, the internal consumption is supplied, the quantity of salt, indigenous and foreign, consumed internally, and the amount of revenue derived from each kind; the purity or impurity of the salt supplied by the dealers for internal consumption, and the price to the consumer; the estimated consumption of salt per head per annum.

10. The mode in which, the persons through whom, and the arrangements under which exportations by sea are carried on; the places to which the exportations are made, the quantity exported, and the amount of revenue derived from the exportations, to each place.

11. The places from which salt is imported by sea, the quantity imported, and the amount of revenue derived from the imports from each place.

12. The gross revenue, the charges, and the net revenue of the salt produce of each district.

4th. I should wish, also, to be particularly informed whether the question of introducing a system of free manufacture and excise, in the Madras Presidency, has, at any time, come under consideration, and, if so, with what result, and what were considered the great objections or obstacles to the measure.

5th. If it was considered that there would be great expense and difficulty in effectually protecting the revenue, I should wish to be particularly informed why, and in what respects, the expense and difficulty would be greater, under a system of free manufacture, than under the monopoly system.

6th. If there are any main questions, connected with the Madras system, which have come, or are now, under discussion, I should wish them to be noted.

7th. I should also wish the papers on such subjects and any relating to the introduction of a system of excise to be collected together, and listed, and shortly summarised in each case, and generally any preparations made which may help to facilitate reference to records concerning the salt system.

8th. I hope to be at Madras on, or about, the 12th proximo, and should be glad to find the memorandum and papers in readiness on my arrival.

9th. It will be convenient if the memorandum is prepared on half margin.

G. PLOWDEN, *Commissioner on Salt.*

Appendix A.—No. 2.

No. 7.

To T. PYCROFT, Esq., Secretary to the Government of Fort St. George.

Sir, *Madras, May* 26, 1854.

Not having as yet received the memorandum referred to in paragraph 4 of your letter, dated the 24th ultimo, called for in my letter, to the address of the Chief Secretary, No. 2, dated the 24th of March, from Bombay, and being about to return to Bengal, by the next steamer from Suez, which may now be in at any moment, (having completed all such inquiries as could be more conveniently conducted at this Presidency,) I shall be much obliged to you to forward the memorandum in question, when received from the Board of Revenue, to my address at Calcutta. This I hope you may be able to do by the steamer following the one now expected, transmitting, at the same time, the

Precis mentioned in the 2nd paragraph of your letter, which I propose to leave with the Board of Revenue, to assist them in the preparation of the memorandum, and the copies which I have requested may be made* of certain of the papers therein noted.

2nd. I beg, at the same time, to indicate the following subjects which I should wish to be more particularly elaborated in the memorandum under preparation by the Board of Revenue, and to request that a glossary may be attached to the memorandum, of all the native terms used in it.

1. A particular description of what is held to constitute a distinct set of salt pans, or a distinct salt work, and of any divisions into which the salt works of a village are grouped.

2. A particular account of the system in force in the districts of Malabar and Canara. Whether salt is manufactured in Malabar, and to what extent. If not manufactured at all, when, and for what reasons, the manufacture was discontinued. Upon what system the supply is obtained from Bombay, for both districts, and at what prices. Whether salt is supplied from any other source, and in what way, and to what extent. Whether there are any salt marshes in either of these districts, producing spontaneous salt, and, if so, whether they could be turned to account. What the arrangements are, in both districts, as regards depôts for salt.

3. The reasons for charging for the salt sent for the use of the Bengal Government, on indent, at different prices for Calcutta and Chittagong, respectively, and in both cases at higher prices than for salt sold for private export.

4. A particular notice of earth-salt. The districts in which it is manufactured, and to what extent in each district. The process of manufacture and the extent to which it is supposed to displace the consumption of marine salt. The objections to enforcing the law prohibiting its manufacture, or to subjecting it to a tax equal to or something less than the profit derived from the sale of marine salt. The kind of localities where it is, or might be, manufactured, and what would be the difficulties or objections in the way of levying an Excise-duty upon it. The quality of the salt. Whether it might be improved, so as to be made (if it is not now) a wholesome salt. The measures taken in consequence of the orders conveyed in the Court's despatch on the subject, No. 16, dated the 10th of November, 1852, and the results.

5. *Salt Marshes.*—In what districts these exist. The causes and process of the spontaneous formation of salt in them. The quality of the salt. The cost at which, and the extent to which, it might be collected. The extent to which these marshes are made use of, and why they are not fully made use of.

6. How are the Nizam's territories and Mysore supposed to be supplied with salt. What are the measures in force for preventing the illicit importation of salt, by land, from Goa into Canara, and from Travancore into the neighbouring districts of the Madras Presidency. To what extent is Bombay salt supposed to displace Madras salt, on the frontiers where the two salts meet, and *vice versâ*. What are the measures in force, on the sea-board of the Madras Presidency, to prevent the illicit importation of salt.

7. Are the enactments against smuggling considered to be sufficiently stringent for the protection of the revenue, and do they sufficiently provide for the speedy adjudication of cases of contravention of the Salt Laws.

8. How has it happened, contrary to all expectation, that, while, of late years, British salt has displaced more than half the consumption of Bengal salt, and salt from other foreign ports and Bombay has displaced a further large proportion, scarcely any salt has been exported from Madras to Bengal. What are the causes which may be assigned as sufficient to account for this result, seeing that Madras salt might be laid down in Bengal to any amount, much cheaper than Bombay salt or any foreign salt.

GEO. PLOWDEN, *Commissioner on Salt.*

* As per list left with Mr. Sim.

APPENDIX B.

Memorandum on the supply of Salt for the Presidency of Madras, dated June 17, 1854, prepared by the Board of Revenue, in pursuance of the requisitions of the Salt Commissioner. (Vide Appendix A.)

Enclosures.

No. 1. Draft of proposed Excise Regulation of 1804 (transferred to Appendix E, No. 11, of this Report, which see).

2. Mr. Falconar's Minute of 1804, on Salt Revenue (transferred to Appendix E, No. 12, of this Report, which see).

3. Salt Sales, Revenue and Charges for each year since 1806, with Particulars (3 A) for each District, for Fusly 1262.

4. Major De Havilland's Report on the Manufacture of Salt.

5. Manufacture of Earth Salt in Bellary, and (5 A) Plan of the Salt Pans.

6. Analysis of Earth Salt, by Professor Mayer.

7. Correspondence as to the Manufacture of Salt in Malabar.

8. Paras. 2 and 3 of Letter from the Collector of Canara on the Manufacture of Salt in that District.

9. Statement of Salt Manufactured and Sold at each Cotaur in the Presidency, for Fusly 1262.

10. Correspondence as to Selling Salt by Weight or by Measurement.

11. Analysis of Sea Salt, by Professor Mayer.

12. Detailed List of Persons employed in the Salt Department, and their Duties.

13. Salt "Cooroopoo" Account in Tanjore.

14 to 16. Salt "Charges": Details for 3 Years, Fuslies 1260–61–62.

17 to 19. Salt "Sales": Details for 3 Years, Fuslies 1260–61–62.

20. Mr. F. N. Maltby's Letter on Excise in Canara (transferred to Appendix E, No. 17, of this Report, which see),

21. Minute of Mr. J. Goldingham, Second Member of the Board of Revenue (transferred to Appendix E, No. 33, of this Report, which see).

22. Minute of Mr. E. Maltby, Third Member of the Board of Revenue (transferred to Appendix E, No. 34, of this Report, which see).

23. Letter from Mr. W. Knox, Acting Collector of Ganjam, on Licensing (transferred to Appendix E, No. 19, of this Report, which see).

24. Conventions with French Government.

25. Letter from Marine Board on Export of Salt to Calcutta.

26. Retail Prices in the Interior since Commencement of the Monopoly.

Appendix B.—No. 1.

MEMORANDUM.* (Dated Madras, June 17, 1854.)

Rise and progress of the monopoly.

1. The question of originating a Salt Monopoly in the *Madras* Presidency was first mooted in a letter to Government from the Board of Revenue, dated the 2nd of September, 1799.

2. Previous to this, a monopoly has existed in *Bengal*, which itself had been preceded by other systems.

3. On the acquisition of the Dewany of Bengal Behar, and Orissa, (August 1765,) the inland trade in salt was vested in an exclusive society, who were, in fact, the leading servants, civil and military, of the Company, including the Governor-General.† The profits, after paying a considerable duty to Government, were annually divided, and this was considered a compensation for the small salaries received from the public treasury. In 1766, the price of salt wholesale, was 200 rupees per 100 maunds. This system continued till the end of 1768. The trade was then thrown open; but regulations were framed with a view to prevent monopolies being formed by capitalists. In 1772, it was determined that all salt should be made for the Company, and the different salt *khalaries* or depôts were farmed out; the renters being obliged to sell the salt at a fixed price. In 1780, the salt manufacture and sale was taken entirely into the hands of the Company, who appointed salt agents, and a fixed price was settled and made known at the commencement of every season. At the end of the 18th century, the salt revenue in Bengal was about 45 lacs of rupees.

4. During this period, the only salt-producing districts belonging to the Company, in *Madras*, were the Northern Circars and the Jagheer. It seems to have been the practice to rent out the salt pans.

5. On the 27th July, 1795, the Board of Revenue issued circulars to the salt districts, requiring a statement of the price of salt at the pans, and the expenses of shipping, freight, &c.

6. Just at this time, viz., on the 1st of August, 1795, the Government transmitted to the Board of Revenue, copy of an order of the Bengal Government, dated the 3rd of July, 1795, authorizing Bengal built vessels to bring, on "Permit," as much as 4 lacs of maunds of salt, from the Northern Circars, for which they would receive from the Bengal Government 57 sicca rupees per 100 maunds, of 82 sicca weight to the seer.

7. On receiving the replies to their Circular of the 27th of July, the Board informed Government, 12th of October, 1795, that to obtain 8 per cent. profit, 57 rupees was too little. (From the Collectors' replies it appears the price at the pans was about 24 rupees a garce.) The matter then appears to have dropped.

8. In paragraph 455 of their Report, dated 2nd of September, 1799, the Board of Revenue urged *the introduction of a monopoly*, similar to that in Bengal; but, at this time, it was a matter of consideration if a monopoly could be established, as long as the Rajah of Tanjore and the Nawab of the Carnatic had the power of keeping the manufacture and sale free in their territories. The Board, in their Report, calculated that the population of the districts then under their control was about 10 millions, and the consumption 12 lbs. a year

* The "Maund" spoken of in this Memorandum is the Indian maund of 3,200 Tolas, or 82$\frac{2}{7}$ lbs. avoirdupois. 27·219 maunds = 1 ton, and 100 maunds = 3·674 tons. The garce is 400 salt mercals of 828$\frac{1}{3}$ cubic inches each, or 19·1744 cubic feet. The weight of a garce of salt is, taken on an average, at exactly 120 Indian maunds, or 4·4083 tons, or 9,874$\frac{2}{7}$ lbs.

By the term "Depôt" is meant the platform, or sets of adjacent platforms, where the salt is stored in 10 garce heaps.

By the term "Retail Sales," is meant the prices at which salt is sold by the dealers, at different distances from the place of manufacture, in contradistinction to the Wholesale, or monopoly price.

The "Fusly," or agricultural year commences on the 12th July. Fusly 1260 begins 12th July, 1850, and ends 11th July, 1851. Fusly 1262 commences 12th July, 1852, and so on.

The "Northern Circars" are the districts of Ganjam, Vizagapatam, Rajahmundry, Masulipatam and Guntoor.

The "Jagheer" is the district of Chingleput, granted to the Company in 1765 by the Nawab of the Carnatic.

† Fifth Report, page 22.

to each soul, equal to 120 million lbs., or 12,000 garce, weighing 10,000 lbs. per garce. They observed that the price was 12 pagodas (42 rupees) per garce, in the town of Madras; but the average along the coast, 6 pagodas and 6 fanams (rupees 21, annas 7, and pies 6). They valued the consumption at 73,600 pagodas, (2,57,600 rupees), of which the Government share would be 40 per cent., or 29,440 pagodas (1,03,040 rupees) per annum.

9. The Board proposed that the Meerassee* cultivators should make salt in future for the Company only, and receive in payment a sum equal to the average of what they had hitherto received when making it on their own account.

10. The monopoly price was proposed to be 30 pagodas (105 rupees) per garce, and the expected amount of sale annually, for home consumption alone, was estimated at 3,60,000 pagodas, or 12,60,000 rupees, being a tax of 1 fanam $40\frac{9}{16}$ cash, (or 2 annas within a fraction) per head.

11. The Board anticipated sales beyond the home consumption, and expected a revenue "adequate to meet a considerable portion, if not the greatest "part, of the increased expense of the proposed Judicial Department" (paragraph 467).

12. The Board also threw out suggestions for increasing the manufacture of salt on the coast, and exporting it to Bengal; believing that it could be sold there at a less price than what was then charged in that Presidency. They understood that the "cost and charges" to the Bengal Government, was rupees 70-1-2 per 100 maunds, whereas coast salt could be delivered on "permit" at 57 rupees, and "on contract" at rupees 67-14-2.

13. In reply to the above Report, the Bengal Government, on the 31st of December, 1799, informed the Government of Madras that, as the treaty with Tanjore† had since been ratified, the difficulty of introducing a monopoly was so far lessened; and they had reason to believe an arrangement might be made with the Nawab of Arcot,‡ to relinquish the manufacture of salt within his territories. Under these circumstances, the Bengal Government authorized that, in forming the "Permanent Settlement," the exclusive right of manufacturing salt should be reserved to the Company.

14. They did not, however, coincide with the views of the Revenue Board, as regarded supplying Bengal with coast salt, as they believed that thereby the "large revenue, now realized with so much facility in Bengal, might be mate-"rially injured."

15. In promulgating Regulation XXV of 1802, for the "Permanent Settlement" in the Presidency of Madras, it was declared (Section IV.) that Government reserved to itself the exclusive right of the manufacture and sale of salt.

16. On the 29th of September, 1802, the Special Commission forwarded a Circular to the Collectors of salt manufacturing districts, enclosing abstracts of the Board's Report of 2nd of September, 1799, and of the Bengal Government Orders of the 31st of December, 1799, and requested them to give their views as to the best method of introducing the monopoly. They were especially directed to state "the mode by which the manufacturers receive the return of their labours, "and whether such return be made in a money payment, in payment by kind, "or, by the common wages of labour; because it being the intention to receive "into the hands of Government, the exclusive possession and sale of all salt, it "will be necessary to make a commutation of all payments in kind for an equi-"valent in money."

17. The replies to this Circular do not contain much information. They are from Mr. Murray, Collector of Vizagapatam; Mr. Churchill, Collector of 1st Division of Masulipatam; Mr. Skinner, of 2nd Division; Mr. Cazalet, of 3rd Division; Mr. Parish, Collector of Southern Péshcush in Ramnad and Tinnevelly; Colonel Read, in the Northern Division of Canara; Mr. Ravenshaw, in the 2nd Division; and Mr. Stratton, in North Arcot, as Collector of Western Polygar Péshcush. No mention is made in these replies of manufacturers' Meerassee rights. In Canara, the lands yielding salt were stated to be private property, but the Collector did not think that would prevent Government claiming the right of taking, at a fixed price, the salt produced thereon. In the Northern Circars, the manufacturers were paid in money; in Tinnevelly, in kind. Opinion varied as to the monopoly, but Mr. Stratton was the chief opposer. No salt, however, was *manufactured* in his district. From the statements enclosed, it appears that in the Northern Circars the price of salt was 8 to 10 pagodas§ a garce. In Ramnad and Tinnevelly, from 2 to 5 pagodas;‖

* Hereditary occupants of the soil.

† By which the Company obtained possession of that country.

‡ By the subsequent Treaty of 1801, the Company acquired the territory of the Nawab of Arcot also.

§ 28 to 35 Rs.

‖ 7 to $17\frac{1}{2}$ Rs.

and in Canara, about 13;* in North Arcot, 25 to 30 pagodas (having to be brought from the coast).†

18. On the 6th of October, 1803, the Board issued another circular, with a draft regulation, for levying *a duty* on salt, and asking which would appear to be preferable—that, or a monopoly.

19. The replies to this were generally vague, but the majority of those addressed preferred the duty to a monopoly.

20. On the 28th of June, 1804, the Board reported to Government, that the replies of the Salt District Collectors to their Circulars of the 29th of September, 1802, and 6th of October, 1803, had been received, with regard to establishing a monopoly, and the result they came to was, that "the measure could not be adopted "with regard to the salt of Foreign Settlements, and that much difficulty would "attend the adjusting a fair compensation to the Meerassidars, &c., whose rights "were to be resumed." They preferred "the levy of a high duty equivalent to "the intended monopoly price." With respect to the difficulty as regarded the Meerassidars, they quoted Mr. Stratton's (Collector of Western Péshcush) reply to their circular of September, 1802, paragraph 26, where he says that to give the Meerassee cultivators a price for their salt, equal to the *usual average*, would not be fair, when the selling price came to be raised to 30 pagodas. The Collectors in general preferred a fixed duty to a monopoly; and the Board forwarded a draft regulation‡ to that effect. By this, persons desirous of manufacturing salt would have had to take out a permit, and register the number of pans on which they proposed to manufacture. Chowkeys would have been established, where duty would have been levied on salt coming from Danish, Dutch, and French Settlements. The amount of duty would have been left to be fixed by Government; but the Board thought 30 pagodas a garce too high to commence with. All salt, exported by sea, should, they thought, be exempt from duty. In the previous Fusly 1212,§ the revenue was as follows:—Gross receipts, 2,21,607 rupees; and charges of establishment, 11,467 rupees.

21. Mr. Falconar recorded a minute‖ of dissent, being opposed to a duty and in favour of a monopoly. He urged that, "the permanent system of revenue recognises no proprietary rights as inherent in Meerassidars,"¶ and for Government to grant to Meerassidars, or Cultivators, a fair price for the full extent of their salt would be a just compensation. He stated that Government had already, in framing Regulation XXV. of 1802, reserved, in all Zemindaries, the revenue arising from salt; and as to the Meerassidars alluded to by the Board, "they are the native hereditary manufacturers of salt, or inhabitants "with the conditional occupancy and usufructuary privilege of lands in which "salt is manufactured by labourers hired for the purpose." He denied that these Meerassidars had any more claims than the Zemindars, who had been divested of their rights, to the salt. He further stated, that the objections of Mr. Stratton did not refer to the question of a monopoly, so much as to the raising the selling price from 7 or 8 to 30 padogas.

22. As to competition of Foreign States, a frontier duty could be levied on all salt passing out of their territories.

23. He urged the Government to introduce the same system (*i. e.* a monopoly) as in Bengal. He proposed that the quantity to be manufactured be limited, and an agent be appointed to superintend this branch of revenue. He adverted to the Board's estimate of consumption, 12 lbs. a head, and to the native calculation of 1 seer of salt to 30 seers of rice every month, or 12 seers a year, which he considered exaggerated. He assumed 9½ lbs., which, he remarked, was near the Bengal rate (9 lbs.). The sale prices at the pans he stated to be about pagodas 6, fanams 6, per garce. He proposed to add to this 20 cash a seer, making a total of pagodas 28, fanams 24, per garce of 4,800 seers.** As the cost of manufacturing salt in Bengal was so great, he proposed to supply a large quantity from the Coromandel coast.

24. On the 29th of August, 1804, the Government approved of the plan for a monopoly; and it was sanctioned by the Bengal Government, 4th of July, 1805.

25. On the 22nd of August, 1805, the Board submitted the draft of a Regulation, which was subsequently passed on the 13th of September, as Regulation I. of 1805, regulating the revenue derivable from salt, and establishing a monopoly of that article. Malabar and Canara were excepted. The monopoly price was fixed at 20 pagodas,†† or 70 rupees, per garce.

* 45½ Rs.
† 87½ to 105 Rs.
‡ Enclosure No. 1.
§ July 1802 to July 1803.
‖ Enclosure No. 2.
¶ The Salt Revenue, he says, had been hitherto not above 63,000 pagodas (2,20,500 Rs.) gross, and 44,000 pagodas (1,54,000 Rs.) net.
** Total Pagodas 34, fanams 30, or Rs. 121 5 6.
†† Subsequent fluctuations in the monopoly price will be seen in Enclosure No. 3.

26. On the 10th of July, 1807, the salt monopoly was extended to Malabar and Canara, under Regulation II. of 1807.

27. Previously to the enactment of Regulation I. of 1805, the annual revenue derived from salt was about 80,000 pagodas, or 2,80,000 rupees. Enclosure No. 3 will shew its progress from 1805 to the present time.

28. The administration of this branch of revenue was originally vested in the Collectors alone, under Section XXXII., Regulation II. of 1803; but they were by Section IV. (clause 1st) of I. of 1805, placed in communication with a general agent, who was under the orders of the Board of Revenue.

29. On the 12th of May, 1808, or towards the close of Fusly 1217, the office of General Salt Agent was abolished, and a commission of 1½ per cent. on the salt revenue was granted to the Collectors and their head-assistants, in the proportion of two-thirds to the former, and one-third to the latter.

30. The fall in the revenue, in Fusly 1224, was owing (according to the Board's proceedings 31st of May, 1812,) to the Court having abolished the commission to Collectors and their assistants. On its restoration in Fusly 1227, (A.D. 1817,) the revenue rose. In March, 1818, Regulation II. of that year was passed, which imposed an import duty of 100 pagodas (350 rupees) per garce, on all salt imported by sea from territories out of the Presidency. Salt was still prohibited to be imported by land, except under special sanction. (Section IX., Regulation I. of 1805.) Regulation II. of 1818 was rescinded by Section II., Act VI. of 1844.

31. All commission to Collectors and their assistants on extra sources of revenue was abolished in 1836. (Vide Board's Circular Order of 5th of May, 1836.)

32. The Board, however, on the 18th of April, 1822, (paragraph 5,) attributed the falling off in Fuslies 1224-27, to the abuses that had crept into the department, especially extensive frauds in Nellore and Guntoor. Commissioners were appointed in Fusly 1227, to investigate these, and their detection served to revive the revenue.

33. On the termination of this commission,* the Board, on the 31st of May, 1819, prepared a set of detailed rules for the management of the salt revenue, which were approved by Government, and remained in force till the 31st of December, 1850, when a revised set of rules were drawn up by the Board, and published in page 546 of their printed Circular Order Book.

34. On the 2nd of September, 1853, the Government (under sanction of the Government of India) notified that the import duty on salt imported by sea, which was 3 rupees per maund, under Schedule A of Act VI. of 1844, should be reduced to 12 annas per maund.

Monopoly price of salt.

35. It may not be uninteresting to trace the changes that have taken place in the monopoly price of salt, with reference to Enclosure No. 3.

36. The monopoly price was at first fixed at 20 pagodas, or 70 rupees, per garce.† In 1809 it was raised, at the recommendation of the Board of Revenue‡ to 105 rupees, at which it continued till 1820, when it was reduced, by order of Government, to the former price of 70 rupees per garce, on the ground that the increase had led to a great diminution in the consumption. The Board of Revenue§ replied that, in their opinion, the people had not been deprived to the extent that the decreased sales appeared to shew, inasmuch as salt, in large quantities, found its way into the market from over-measurement, illicit manufacture, &c., and to check which they had framed their late salt rules. They recommended a gradual reduction of price, and that it should be reduced, in the first instance, to 25 pagodas (or 87½ rupees) per garce.

37. The Government, in reply, considered that the fact of the people being driven to illicit practices was in itself a proof that the price was too high; and that, if the price was kept up, improved management, by diminishing the chances of smuggling, must lead to reduced consumption, and a greater use of earth salt; they therefore adhered to their resolution.

38. On the 22nd of February, 1822, the Board of Revenue submitted a minute of their senior member, Mr. Cochrane (in which they concurred), advocating an increase of the price to 30 pagodas, or rupees 105, per garce, on the ground that the actual consumption could not be judged of by the account sales, much salt yet finding its way to the market illicitly: they stated that the reduction of the monopoly price was felt only on the coast, and did not benefit the great bulk of the consumers resident in the interior, the *retail* prices not being affected materially thereby.

39. The Government‖ on this, requested information regarding the retail prices.

40. On the 30th of August, 1824, the Board again addressed the

* Messrs. Vaughan and Anstey's Report of 14th October, 1818.
† Board's Report, 27th February, 1809.
‡ From Bd. 10th October, 1819, to Bd. 20th March, 1820.
§ From Board 3rd April, 1820.
‖ To Bd. 15th March, 1822.

Government, stating that they still considered that the price should be raised again to 105 rupees per garce, but that they would await the result of further trial.

41. On the 21st of April and 8th of May, 1828, the Board proposed, with a view to save the expense of carriage, that the salt intended for the consumption of Madras, should be put up, periodically, to sale by auction, to the highest bidder beyond the monopoly price; importation into Madras being allowed from other districts. This suggestion was negatived by the Government, on the ground that it would press on the poorer class of retail dealers, and might create a sub-monopoly; and that the reason for proposing it was a reason for raising the monopoly price at once.

42. On the 12th of June, 1828, the Board resumed the subject of the monopoly price, and pointed out that the Government had been led into an erroneous conclusion in 1820,* as to the diminution of consumption. The accounts laid before Government showed only the gross revenue in money, and this had been divided by 105, the monopoly price in rupees per garce, to show the number of garces; but it was overlooked that those accounts included not only the home and inland sales, but also those for exportation at greatly reduced prices. If a calculation were made, excluding from both periods the "*exports*," such calculation would show an *increase* in consumption of 21 per cent., when the high prices prevailed.

43. The Board then referring to the prices ruling in the interior provinces, came to the conclusion that the reduction did not benefit the mass of the people; for while Government had given up 35 rupees per garce, the prices in the interior had, on the average, only fallen about 22 rupees; and that, under any circumstances, the quantity consumed by a Native family was not such as to make the higher rate a hardship to them, and that trade with Foreign States had not suffered. The Board also expressed themselves averse to any difference being made in the monopoly price, with a view of equalizing the retail price at different places.

44. The Government† acquiesced in the reasoning of the Board, and the price was again raised to 105 rupees per garce.

45. The result of this change of price was reported on by the Board of Revenue in 1831,‡ when it appeared that the *quantity* sold had decreased, by 4,505 garce in 1828, and by 2,530 garce in 1829, as compared with the average of 1820 to 1826, while the *revenue* from the increased price was higher in 1828 by rupees 8,26,358, and in 1829 by rupees 10,60,217.

46. In 1844,§ when the Transit duties were abolished, the Government of India, with a view to meet the loss of revenue, directed that the monopoly price of salt should be raised from 105 to 180 rupees per garce, or from 14 annas to 1½ rupees per maund, contrary to the recommendation of the Government of Madras in favour of fixing the price not higher than rupees 127½ per garce, which was considered sufficient to meet the loss of revenue. The Court,‖ on a consideration of the arguments urged by this Government, and the regular decrease of consumption which followed each increase of price, directed the monopoly rate to be reduced to 1 rupee per maund, or 120 rupees per garce, its present amount.

47. In 1848 the subject of the monopoly price was again noticed by Government,¶ in consequence of the Court of Directors** having expressed their apprehension, that the former increase of price from 70 to 105 rupees had placed salt beyond the reach of the people, or else that smuggling and the use of earth salt had increased; and that the evil had now been aggravated, by raising the price from 105 to 120 rs. per garce.

48. The Board, having received the opinions and details of sales, from the different collectors, forwarded, with their Report†† to Government, a statement exhibiting the sales of salt from Fusly 1216 (A.D. 1806). The sales increased when the price was lowered from 105 to 70, and fell when the price was raised to 105; but, latterly, the sales were coming up to those of the highest period. This, the Board observed, was probably owing to improvements in the local means of communication, the abolition of the Sayer, and greater efficiency of management.

Monopoly price. Rs. per Garce.	*Fusly.*	*Garce.*	Sale
105	1228 ..	28,113	=
	1229 ..	28,442	=
70	1234 ..	40,357	=
	1235 ..	42,810	=
	1236 ..	37,646	=
105	1238 ..	34,724	=
	1239 ..	36,699	=
	1240 ..	33,935	=
120	1256 ..	38,231	=
	1257 ..	38,294	=

49. Another statement exhibited the average *retail prices* of salt in each district, during the different periods at which the monopoly rate differed. It tended to show that the consumer was not made to pay in proportion to

* See paragraph 36 of this Memorandum.
† To Bd. 20th June, 1828.
‡ Bd.'s Pro. 1st Sept. 1831.
§ From Bengal 15th Sept. 1843. Ex. Min. Cons. 14th Dec. 1843. To Bengal 14th December, 1843. Ex. Min. Cons. 26th March, 1844.
‖ Court's Despatch, 3rd July, 1844.
¶ E. M. C. 4th April, 1848.
** Despatch dated 31st December, 1847.
†† 4th July, 1850.

increased rate of monopoly price, but that the loss, whatever it might be, fell on the trader.

50. The *consumption per head* was variously stated by the collectors, but 6 measures (about 18 lbs.) seemed to the Board a fair average. At this rate a population of 20 millions should consume 37,500 garce, whilst the total sales, including *foreign territory*, averaged only 38,064 per annum, for the three Fuslies 1255, 1256, 1257.

51. If a family, the Board observed, is supposed to consist of 6 persons, the consumption thereof in a year (36 measures) would, at 120 rupees, be rs. 1, a. 5, p. 7; a sum approaching one month's wages of the poorer labourers.

52. A reduction in the present rate, they thought, did not seem necessary, if suggested only on the ground of its height causing a *decrease of revenue* in comparison with past years. For, as below:

Monopoly price.	*Fusly*	*Retail prices, (average.)*		Average Sales.		Revenue.
Rs.		Rs.	A.	*Garce.*	*Maunds.*	Rupees.
70	1234 to 1236	130	5	39,464	= 47,39,280	27,64,580
105	1238 to 1252	157	9	34,725	= 41,67,000	36,46,125
120	1255 to 1257	182	10	38,064	= 45,67,680	45,67,680

On the other hand, considering the evil of smuggling and the inconvenience to the people, the Board were of opinion that the Government price should be as low as possible. The present rate 120 rupees, they added, had not been yet in operation 5 years, which was too short a time to give a decided opinion as to its effects.

General mode of manufacture.

53. Salt in the Madras Presidency is manufactured by solar evaporation. In the interior a relatively trifling quantity is made privately by lixiviation from saline soils (and is known as "earth salt"); but this, except where permitted in a few instances, is contrary to the Regulation establishing the monopoly (I. of 1805).

Places of manufacture.

54. The places of manufacture by solar evaporation, are certain localities along the line of the Coromandel coast, determined on generally as being the old grounds previous to the monopoly, and sometimes fixed with reference to the convenience of the community. It is, however, considered more desirable to extend the manufacture at one place than to open a new ground. The more numerous the localities the greater the risk of smuggling and the greater the expense of the establishment.

Extent of land capable of yielding salt.

55. The whole line of coast from Ganjam to Cape Comorin is available for salt manufacture. It is not possible to state the exact extent of land occupied by salt pans, as few of them have ever been measured; but there is no doubt that there is sufficient salt ground to supply the whole of India, if required. Perhaps 12,000 acres may be assumed as the total area now occupied by salt pans in work in the Madras Presidency.

56. The salt is manufactured from the saline water of the Backwaters, or salt inlets that abound along the coast. Small channels are cut from the inlet, and the water is baled up by the Native pacottah into shallow reservoirs made by banking up the ground; and when the brine has, after some days, acquired a certain degree of strength or saltness, it is let off into still shallower banked-up enclosures or "pans," where the earth has been made hard by stamping. Here it is allowed to evaporate, and the salt scraped off. Brine is then again let in, and another coating of salt is scraped off, and so on, for 12 or 15 times according as the weather permits.

57. In some few places pits or shallow wells are excavated in the earth, near the sea, and from which the water is drawn off, instead of baling from creeks and inlets.

Details of manufacture of sea salt. Plan of salt pans.

58. The method of manufacturing salt in the pans near Madras was explained by the Collector, Mr. Ogilvie, in his letter to the Board of Revenue, dated the 2nd of December, 1820. The following year Mr. Angelo, his assistant, was desired to make more minute investigation, and submitted, on the 23rd of July, 1821, a very detailed, though not a very lucid Report. He points out, however, that Mr. Ogilvie's descriptions (which were taken from what the Meerassidars told him) were in some instances quite incorrect.

59. Major de Havilland, the Inspector of Civil Estimates, reviewed Mr. Angelo's paper, and committed his opinion to paper, in a Report, which will be found among the Enclosures.* It is necessary, however, to observe that Major de Havilland seems to be in error in supposing (paragraph 31) that the Ennore

* See Enclosure No. 4.

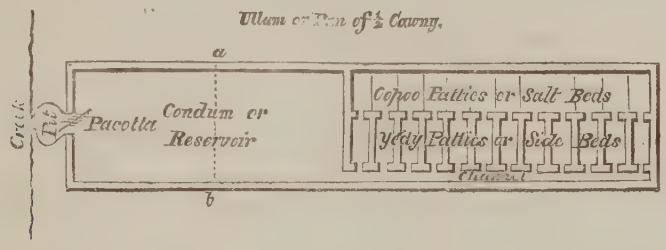
pans, of one cawny, produce nearly 20 garce. The "statement" he refers to is not to be found in Mr. Angelo's Report. 20 garce may have been the outturn from one *holding*, combining several pans or ullums.

60. These Reports refer to two methods, the one used at Attiput, and the other at the pans of Trivatore, Sadiencoopum and Ernavoor, which have long been discontinued, partly on account of their indifferent yield, and partly because they were so close to the town of Madras that smuggling could not be checked.

61. The Attiput pans continue, and the method there adopted may be considered as the type of all, though few are *exactly* alike. For instance, a man may hold several ullums or pans. Instead of making a reservoir, water-beds, &c., for each ullum, he combines the whole, and makes one or two large reservoirs, and one or two large water-beds do for all. The same area of reservoir, &c., will be required in proportion, but the expense of making so many embankments is saved. It is to be remembered that in the area termed pan or ullum is included not only the "evaporating beds" from which salt is scraped, but the reservoirs and side-bed channels, which in fact occupy the greater part of the pan.

62. The following may be considered as the usual method of laying out a pan, in the vicinity of Madras, subject, of course, to variations.

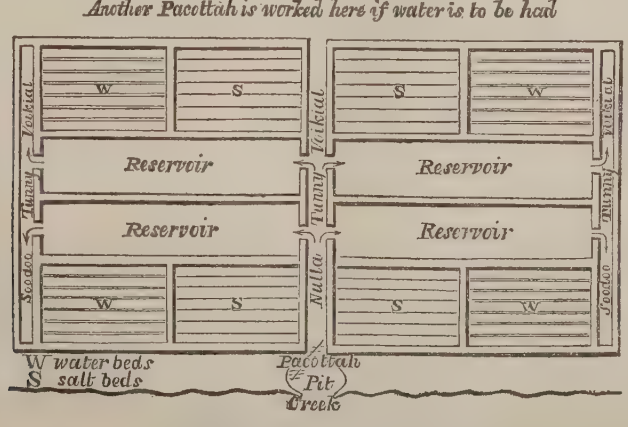
63. An ullum held singly is about ½ a cawny, or 28,800 square feet, or ⅔ of an acre.



64. A pit or excavation is made at the side of the creek or backwater, from which, by the native pacottah, water is baled out into the condum or reservoir, which occupies half the ullum.* During very strong winds, to prevent the too great agitation of the water which might endanger the banks, a temporary bank is run across from *a* to *b*; and near *b* a hole is opened to keep up the communication between the two parts of the reservoir. The bank of the reservoir is about 18 inches high and 12 thick. The water within stands about 12 inches deep. From this the water is let off, when required, into a narrow channel not 2 feet wide, which supplies the 12 *yédy patties*, or "side water-beds." The banks separating these from each other are made 2 or 3 feet wide, and on them, the salt after scraping, is heaped up to dry, before conveying to the depôt.

65. The water-beds are separated from the 12 *oopoo patties* or "salt beds," in which salt finally deposits. Each of these 12 "salt (or evaporating) beds," is subdivided by a narrow ridge of a couple of inches. These 12 beds together occupy ¼ of the ullum, (or, in this instance, ⅛ of a cawny or ⅓ of an acre).

66. Where several ullums are held by one person or by partners the arrangement is something like the following:—The centre or main channel is the *nulla-tunny kal* or good-water channel. Hence it passes into the condum or reservoir, and thence into the *Soodoo-tunny kal* or warm†-water channel: Hence into the water-beds, and from them to the salt-beds.

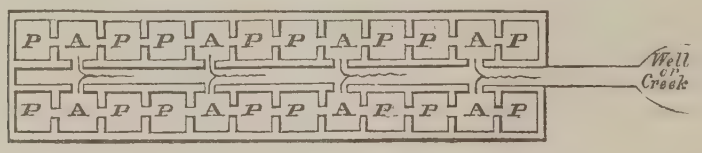


* This reservoir is not *excavated*, but is on the level of the adjacent ground. It, as well as the rest of the ullum, is well stamped down, and as smooth as pavement.

† The natives speak of the more concentrated brine as being *warmer*.

67. In some few ullums, a long way from the sea, when the creek is influenced by fresh water, as many as three condums or reservoirs are used; each of a different degree of concentration; the last communicating with the side beds. They are called, respectively, nulla-tunny, soodoo, and Kāram or concentrated.

68. In each district there is some variety as to the arrangement of the ullums. For instance in Tanjore the arrangement is as follows:—



The sea water is pumped by a pacottah from the salt-water inlet into a channel supplying first the divisions marked A, which are reservoirs. After the brine is concentrated it is let off right and left into P, P. The reservoirs are called *an-pattie* or male-bed, the pans marked P are called *pen-pattie* or female bed.

69. The following is the process at the *Attiput* pans for preparing the ground, and manufacturing the salt. The pans are supposed to have been used before. Work commences early in January.

Details of process of manufacture near Madras.

	Days.
Clearing out the pit near the backwater, into which the pacottah works, banking it with sods, clearing the channel into the condum or reservoir	2
Before the condum is quite completed, the "water beds" are irrigated by a *temporary* channel, levelled, and slightly pressed	3
Repairing banks and ridges	2
The salt beds, or "Oopoo Patties" have water let on, and are levelled. This takes	2
Stamping and treading down the salt beds	8
Salt beds left to dry	7
Ridges of salt beds repaired and put in order	2
The Condum or Reservoir is now attended to, and smoothed with a short plank placed across the end of a plough, acting like a plane	4
The temporary channel is now filled up, the regular channel to the water beds (or Yédapatties) is made, and water is baled into the reservoir by the Pacottah till it stands 6 inches deep. This takes	2
The "water beds" now receive a direct supply from the reservoir. Water is supplied to 2 or 3 inches each day, and the beds smoothed down for ..	2
On the 35th day the salt beds are watered from the side beds to the depth of 1 inch for	2
The floors of the salt beds are plastered with mud and smoothed with the scraping board, ...	1
Salt beds left to dry, and white sand sprinkled over, which is trodden in with the feet and smoothed with the scraper. This takes	2

N.B.—During the last 5 days the *Condum*, or Reservoir, receives a supply of water morning and evening.

Four inches of water are let off from the reservoir by the channel into the *water beds;* the reservoir being supplied afresh	1
Two inches of water are let off from the *water beds* into the salt beds, the water beds being replenished from the reservoir, and that again by the Pacottah.	2
The water in the salt beds is allowed to concentrate, and then replenished as before	3
The same as above	3
The salt beds are allowed to dry, and are smoothed down with the scraper. This takes	2
Three or four inches are admitted into the salt beds	1
The water in the salt beds is allowed to condense, till crystals of salt form ..	6
Days	58

70. The salt is now scraped up as it settles at the bottom of the water, with a plank at the end of a pole, like that used on macadamized roads in wet weather. After each scraping of salt is finished, the scraper is used again but with more violence, and the slime is pitched over into the "water beds," which draw out the salt from it. Four or five inches of water are then let in again to the salt beds, and allowed to condense as before, till the salt falls. Every time brine is let on to the salt beds, the water beds are replenished by the channel from the reservoir, and the reservoir by the Pacottah.

71. The first 5 scrapings are considered poor, the rest good. There may be about 21 scrapings, if July is pretty dry, and the manufacture continued from January to the end of August, or say, 7 months.

72. In each of the 12 salt beds (see plan above given) of a ½ cawny ullum, the scrapings in a fair season should be about as follows.

1st Scraping	.. ..	1 Mercal
2nd do.	.. ..	2 do.
3rd do.	.. ..	4 do.
4th do.	.. ..	6 do.
5th do.	.. ..	10 do.
		23
16 Scrapings at 12 Mercals each		192 Mercals.

215 × 12 = 2580

G. M.

or 6 180

73. This is the yield of an *old* pan properly worked. The *average* of old and new, worked in the ordinary way, gives about *half* the above, or 3¼ garce per ½ cawny ullum.

74. Mr. Angelo, in his Report of 2nd of December, 1820, states the average of the old Attiput pans to be garce 4, mercals 35.

75. Long continued land winds cause the salt to deposit in flakes, which, on being handled, crumble to a fine powder. Easterly winds are more favourable to crystallization; and in southerly winds the crystals are of large size. The above effects are easily accounted for, by the relative dampness of these winds; crystallization being more perfect, the slower the evaporation.

76. The red or brown colour of some kinds of salt, is owing to the wind driving the dust into the pans, or to the rough method sometimes used in scraping or raking up the salt, by which a quantity of dirt is scraped up with it.

77. In some localities the salt is allowed to evaporate to dryness on the surface of the ground, before it is taken up. In this case, the salt is apt to be bitter, in consequence of the muriates of lime and magnesia being precipitated with the chloride of sodium. If the salt is raked up whilst the water is yet over it, the muriates will probably remain in solution, and the salt will be brought out pure.

78. For some useful hints on the manufacture of salt, Major De Havilland's paper* may be consulted.

79. In some localities, such as Vadāniem in Tanjore, (near point Calymere) and in the neighbourhood of the town of Masulipatam, there are vast tracts of low swampy saline ground, where almost any quantity of salt can be produced. This is generally known as "spontaneous salt." No reservoirs or pans are required; for at high tides, the sea is allowed to flow over the level earth, and its return is prevented by quickly throwing up small banks: the enclosed water is then allowed to evaporate. Should the demand for salt increase, the manufacture at these places could be easily extended.† At present it is more convenient for the traders to have several places of sale than to be obliged all to resort to one spot. The ground of Vadāniem also is inconvenient of approach in the present state of inland communications, and not near any large town where traders are likely to come. Swamp salt.

80. In Ganjam, swamp salt is found in hot seasons, and has occasionally been collected and sold on account of Government, at 6 rupees a garce.

81. In Rajahmundry, it is found along the coast. It was formerly collected and sold with Government salt, but latterly, it has been destroyed.

82. In Nellore, swamp salt is found; when it is of a good quality, it has sometimes been collected and sold on account of Government. Cost of manufacture about 4 rupees a garce.

83. In the northern part of the Chingleput District, near Streeharicottah,

* Enclosure No. 4.

† At Masulipatam, the average annual quantity of salt manufactured in the 10 years ending with July, 1853, is as follows:

	Maunds.
Manufactured Salt	21,680 *
Spontaneous or swamp salt	41,399 *

In Tanjore, the Vadāniem Cotaur, which is supplied by Swamp salt, receives about 20,000* maunds.

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* *Note.*—These quantities do not correspond in the least with those derivable from the statements of the Collectors. It appears to me that a figure has been omitted in each case.—Geo. Plowden, *Commissioner.*

swamp salt was once collected at a cost of 6 rupees a garce, and sold the same as sea salt, on account of Government. It was said to have been of inferior quality, and the collection and sale were discontinued.

84. In Tinnevelly, swamp salt is plentiful, but it is always destroyed.

85. The mode of destroying swamp salt, is generally by treading it down with cattle. The facilities for smuggling seem to be the chief objection to manufacturing it.

Earth salt

86. The manufacture of "earth salt," is carried on more or less in every district, especially in Bellary, Cuddapah, and Kurnool; where, from their great distance from the coast, sea salt is greatly enhanced in price. In these districts it has been permitted by Government, and a tax levied, in some places of manufacture (called moolahs or modahs), under the head of "Mohturpha." As the manufacture of earth salt generally is carried on secretly, and the salt sold privately, or else consumed by those who make it; it is quite impossible to state to what extent it affects the salt revenue, though it no doubt *does* affect it. It is made in large quantities in the independent state of Poodoocotta, between Tanjore and Madura, and smuggled into the Company's territories. In Canara, the manufacture of earth salt in the neighbouring country of Mysore, is very extensive, and seriously injures the trade in sea salt. The Collector is of opinion that a reduction in the monopoly price, and improved roads, are the only way to check this; as the large number of persons in Mysore who now consume earth salt, would then consume sea salt. The subject of the "earth salt" in Bellary, Cuddapah, and Kurnool, was reported in the proceedings of the Board of Revenue, under date 19th of October, 1848. There are in Bellary, about 2,800 recognised Modas paying a tax, producing about 1,100 garce, and carried to account under Mohturpha, of about 13,000 rupees annually. The manufacturers sell it at about 100 rupees a garce.

87. In Cuddapah, the Collector supposes about 384 garce of earth salt consumed yearly, but only 48 garce is manufactured in the district of Cuddapah, the rest being brought from Bellary. No tax is levied on it. The selling price in the bazaar is from 100 to 133 rupees per garce; the cost to the original manufacturer is from 10 to 24 rupees per garce.

88. In Kurnool the manufacture is very limited, but it is not prohibited. The amount of tax levied is under 400 rupees, and is carried to the head of Mohturpha.

89. The process of manufacture is detailed in Enclosure No. 5.*

90. The Board of Revenue having been called on for their opinion, proposed to extend the tax into Cuddapah in preference to licensing or farming out. The Government were not inclined to alter the present rules, and referred the subject to the Court of Directors. The Court in reply desired to be further informed as to the nature and quality of the salt, and a very careful analysis of different specimens of earth salt from Bellary, Cuddapah, and Kurnool has just been completed by Dr. Mayer, Professor of Chemistry at the Medical College.† He has also undertaken to analyze various specimens of sea salt, as found selling in the bazaars at Bellary and Cuddapah. It appears that there is nothing deleterious whatever in the earth salt; and when it is considered how many people consume it, and how many more consumed it in former years, when there was little or no trade with the coast, the idea of its being unwholesome must be exploded. It originated probably with zealous servants of the Company, who wished to depreciate what was not monopoly salt.

91. In other districts besides those named above, earth salt is made so clandestinely, that it is not possible to ascertain the quantity or selling price. In some places, the earth mixed with water is placed in a vessel of pottery with a small hole and a cotton wick at the bottom, through which the saturated brine percolates; this is then evaporated to dryness over a fire.‡

Out-turn of salt pans.

92. It is not possible to state with certainty the out-turn of sea salt manufactured by solar evaporation on a given area. Everything depends on the season; a fall of rain a few days earlier or later may make a difference of two

* See also Enclosure No. 2, paragraph 42, foot note.

† Copy of Dr. Mayer's analysis of Earth salt is given in Enclosure No. 6. An analysis of ten specimens of Earth salt from the Ceded Districts gave on an average,

Moisture	7
Sand and dirt	5
Chloride of Sodium	81
Bases and Acids	7
	100

The acids and bases showed (qualitatively) Nitrates of Potash, or Soda, or both, "but too insignificant to act in any other way than as a slight stimulant to the renal organs."

‡ This is precisely the mode practised by smugglers in Bengal.—GEO. PLOWDEN, *Commissioner.*

or three hundred per cent. in the produce. Soils also differ; some retain the salt much better than others. The mode of manufacture also differs, and at the best it is defective. The manufacturers receive so much per garce from Government, and, as they are generally (especially to the south) paid at a very high rate, they do not exert themselves beyond what is sufficient to find them in what they consider the sufficiencies of life.

93. About Madras the out-turn of a "pan" may often be ascertained; but then, again, a pan held separately must contain its own reservoir; whereas if a man has several pans, he can make one reservoir answer for many, and thus save more space for the actual production of salt.

94. About Madras a pan of $\frac{1}{2}$ a cawny that has been a few years in use (not new pans) will produce in a good year 5 garce.* The actual out-turn is however very much less. No doubt a person holding several pans and introducing a more scientific system of manufacture would obtain double, or 20 garce a cawny, or 15 garce an acre, if the season was dry.

Malabar and Canara

95. The above remarks do not altogether apply to Malabar and Canara. No salt is manufactured in the former district. The Malabar salt failed to secure purchasers when the Bombay salt came into the market, and the manufacture died off in 1823. Vide Enclosure No. 7. The supply for Malabar is all brought by sea from Bombay by merchants, who contract to land a certain quantity for a certain sum;† and this is retailed by Government at their depôts. In Canara, most of the salt consumed is manufactured in the district;‡ but some is imported, as in Malabar, from Bombay, by contract. Under the Government notification of December 6th, 1853, private individuals are at liberty, on paying a duty of 12 annas the maund, to import salt by sea into several ports (specified) of Canara, Malabar, and other districts; but no advantage had, in April, 1854, been taken of this, either in Canara (though it was expected) or anywhere else. Previously, under Schedule A of Act VI of 1844, salt was liable to an import duty of 3 rupees per maund. Salt is also brought in by land from Goa, on payment of a duty of 12 annas per maund. The respective quantities of salt, and their revenue for the last 3 fuslies, in Canara, are shewn below. Fusly 1262 ended July 11th, 1853.

	Fusly 1260.		Fusly 1261.		Fusly 1262.	
	Mds.	Rs.	Mds.	Rs.	Mds.	Rs.
Purchased from Bombay ..	86,125	=13,888	1,19,691	=21,950	1,20,723	=24,980
Manufactured in Canara....	3,98,382	=37,881	4,05,638	=37,361	4,31,454	=39,352
Imported from Goa on Duty	39,765	=29,825	44,268	=33,207	64,147	=48,113

96. The quantity of salt manufactured and sold at every Cotaur§ in the Presidency for fusly 1262, ending July the 11th, 1853, is shewn in Enclosure No. 9.

Manufacturers — who they are,—their rights and privileges.

97. The persons who manufacture the salt are socially in the same position as the ordinary village ryots;‖ but in general they are, or ought to be, in better circumstances, inasmuch as a salt pan is more valuable property than an ordinary grain land occupancy of the same extent. These people are the descendants or heirs (often by purchase of their rights) of the manufacturers who were found so occupied when Government assumed the monopoly. Previous to the monopoly, the salt producing grounds were farmed out, or rented.

* A garce is 120 Indian maunds of $82\frac{2}{7}$ lbs. avoir., or $9{,}874\frac{2}{7}$ lbs. avoir., 4·408 tons.

† The prices contracted for of late years have been as follows, per garce:—

Fusly.	Canara. Rs. As. P.	Malabar. Rs. As. P.
1257	19 7 7	24 2 2
1258	21 15 10	37 5 11
1259	26 5 6	32 13 7
1260	19 5 9	23 15 6
1261	22 0 3	27 14 7
1262	24 13 4	32 7 10

‡ See Enclosure No. 8.

§ The term Cotaur is used to mean one set of pans under a separate Establishment.

‖ They are by no means in the debased state which (whether true or not) the Molunghees of Bengal are described to be in. Their labour is entirely voluntary, and the climate of the coast where they work, exceedingly healthy.

like other lands in the Northern Circars; but in the Carnatic, the salt produce, or its value in money, was divided between the circar and the cultivator. On assuming the monopoly, the Government recognised in the Carnatic a "meerassee," or private property in the soil, and allowed the salt ryots their share (Coodeewarum) at a much higher rate than they ever had before,* and pledged themselves to give them some compensation† in case the pans then at work were discontinued by order of Government, unless the propriety of closing arose from misbehaviour on the part of the Meerassidars, or from their not manufacturing a requisite quantity. They have, however, never been called on to manufacture as much as could be made.‡

98. In opening new pans, a written agreement is entered into with the manufacturers, by which they admit the right of Government to close the works when they please without "compensation."

Rates of Coodeewarum, or payments to manufacturers.

99. At Masulipatam, cooly labourers are hired by Government;§ but with this exception, the salt manufacturers are in the possession of what are considered valuable rights and privileges, more so, perhaps, in the Southern Districts and in Canara‖ than in the Northern Circars, as in the latter, meerassee right was not acknowledged, and the rate paid per garce¶ is not liberal.

100. Every proprietor of a pan is registered;** and when Government extend the manufacture at any one locality, the preference is usually given to the villagers to take up the pans, but if they cannot do so (for some expense is required at first) the Government dispose of the pans to whom they please. Persons having pans, but refusing to manufacture, or only giving in a quantity far below the proper yield, are liable to have their pans taken away. A salt pan thus becomes real property, and, as such, is disposed of by sale or otherwise.

Season for making salt, and general arrangements of manufacture.

101. The time for commencing the preparation of the pans is the beginning of January. Previous to this the Collector of the district arranges how much salt is required to be made that season, and the pans are apportioned out accordingly; each man engaging to supply a certain quantity, which is generally less than what he *could* manufacture. Advances are occasionally given to the manufacturers, but the system is discouraged.

Advances.

102. The amount advanced for Fuslies 1258 to 1262 inclusive, for each district is shown below:

TUCCAVY OR ADVANCES.

Names of Districts.	Fusly 1258.	Fusly 1259.	Fusly 1260.	Fusly 1261.	Fusly 1262.
Ganjam	200	650	350	500	800
Vizagapatam	2,230	1,828	3,034	3,315	3,498
Rajahmundry	3,073	2,531	2,531	3,562	5,917
Masulipatam	8,492	9,200	1,300	3,322	9,059
Guntoor	2,300	3,500	1,700	2,625	4,275
Nellore	780	490	680	725	835
Chingleput	..	..	..	..	3,500
South Arcot	1,200	500	700	937	950
Tinnevelly	..	..	..	..	1,000
Madura	10,983	..	..	7,715	..
Total	29,257	18,699	10,295	22,702	29,834

103. The first scraping of salt takes place some five or six weeks after the commencement of operations in preparing the pans, and successive scrapings

* The rates varied according to the class of persons who held the land; whether Brahmins, residents, strangers, Pagoda people, Enamdars, &c., so that several rates sometimes prevail in one Cotaur.

† Cl. 1st, Sec. V, Reg. I, of 1805. The whole amount of compensation "now paid is only about 3000 rs. per annum. There are, however, old Roosooms," or perquisites now paid in money, amounting to 5000 rs. per annum. See Clause 2d, Section IV, Reg. I of 1805.

‡ Sec. VI, Reg. I of 1805.

§ The Collector is now introducing a system of contract.

‖ Sec. II, Reg. II of 1807. This regulation makes no reference to "compensation" in Canara and Malabar.

¶ Fixed payment per garce to the manufacturers.

Ganjam, from 5 to 6 rupees; Vizagapatam, 6 rupees; Rajahmundry, $5\frac{1}{2}$ to $6\frac{1}{2}$ rupees; Masulipatam Coolies, at 2 as. per diem; Guntoor, 7 rupees; Nellore, $7\frac{1}{2}$ rupees; Chingleput, 6 to $24\frac{3}{4}$, average 12 rs. 6 as.; South Arcot, $6\frac{1}{4}$ to $14\frac{3}{4}$, average 10 rupees nearly; Tanjore, 10 rupees; Madura, 10 rupees; Tinnevelly, 7 rupees; Madras, 10 rupees; Canara, 7 to 12 rupees; Malabar (purchased from Bombay).

** Clause 3d, Sec. IV, Reg. I of 1805.

take place at intervals till about July, when the rains generally put a stop to the manufacture. The season occasionally is such that the manufacture is carried on till September.—Details have been given in paragraph 58.

104. In the Southern Districts the scraped salt is heaped up by the side of the salt pans, and, when dry, is removed to depôts close by. There it is measured and placed on raised platforms, in 10-garce heaps, each covered with thatch.* In the Northern Circars the salt is allowed to remain some months in drying yards, before storing at the Government cotaurs, but considerable reform in this and other details has lately been introduced by the commissioner. In Canara and Malabar the Bombay-made salt is stored at localities on the coast; and also at depôts, a short way up the navigable rivers; but in all other districts there are no depôts, except close to the pans. Here all the salt manufactured is stored, and here the purchasers must come to buy. The town of Madras is, however, an exception. The pans have no roads near them passable for carts, and the sales are so extensive that a large gathering of traders, close to the place of manufacture, would encourage smuggling. The salt from the pans near Madras is brought from distances, varying from 6 to 10 miles, by Cochrane's Canal,† to the Grand Central Depôt near the S. W. wall of Black Town. This arrangement is far more convenient for purchasers, as the salt is sold chiefly to parties who have brought goods from the interior to Madras for sale, and who generally rendezvous close to the Depôt. They can thus load their carts as soon as they have completed their sales, without the delay and trouble of going some miles to the salt pans. A second depôt is, however, established close to the Beach at Ennore, 10 miles north of Madras, for such salt as is purchased for export by sea. This depôt is some 3 miles from the Ennore pans, and the salt is brought by boats.

Storing.

Madras depôts.

105. The manufacturers are paid for their salt (at the fixed rate per garce),‡ as soon as it has been measured into the Government depôt. Each manufacturer has his quantity brought in separately; and an individual account is kept of what he has supplied, though each man's supply is not stored separately. All wastage, previous to its measurement at the depôt, is at the loss of the manufacturer. He is not paid for every garce he *makes;* but for every garce brought to the depôt.

106. The monopoly price, or rate at which salt is sold at the depôts along the coast, is 1 rupee per maund, or 120 rupees per garce.§ This was fixed by order of Government dated the 15th of August, 1844.

107. The sale is free to every body, and salt can be bought at the above rate in as small quantities as 5 mercals, or $1\frac{1}{2}$ maunds. In some instances the Board have authorized sales of 1 maund, or $3\frac{1}{3}$ mercals. Again, persons willing to take a 10-garce heap *as it stands*, are allowed to have it at 5 per cent. less, *i. e.* at 114 rupees per garce instead of 120; and at Madras a considerable quantity is sold in this way. It saves Government the expense and delay of measuring. In consequence of Section XLIII of Act VI, of 1844, specifying the rate of sale per *maund*, it is the practice to weigh the salt exported by sea, but in all other instances it is *measured;* the "mercal" being considered equivalent to $\frac{3}{10}$ of a maund. Some discussion took place on this subject, the particulars of which are shown in Enclosure No. 10.

Sale of salt at the depôts.

Salt sold by measure.

108. The persons who come to the depôts for salt to supply the neighbouring districts, are people of the country. Those who purchase salt to convey to a far distance, or to Native States, are Lumbadies or Brinjarries, a wandering race of petty traders in grain and salt, who possess large herds of cattle, and convey the salt away on these, or on donkeys. The channels from the Godavery, lately opened, afford a convenient mode of transport by boats in the Delta of Rajahmundry; and if the Godavery itself were made navigable, a vast trade in salt would probably be opened into the cotton country of Berar. At present, the Nagpore territory is chiefly supplied from Ganjam, but it is a scanty trade, owing to the difficult nature of the country.

Purchasers of salt—who.

109. The Nizam's territories are supplied chiefly from Guntoor, Masulipatam, and Rajahmundry. As the inland roads and canals improve, the present miserable traffic must give way to a carrier trade on carts or in boats, and the prices of salt in the interior will fall. In the town of Madras the purchasers of salt for the inland districts are (as before said) parties who bring goods to Madras, such as cotton, indigo, sugar, oil, ghee, firewood, &c. Their carts rendezvous at a locality close to the Salt Cotaur and to the Grain-market, and as soon as their goods are disposed of, the dealers load their return carts with salt; for this is about the only article for inland exportation from Madras.

Dealers' selling prices, or as they are commonly called, "retail prices."

* In Canara and Malabar the humid climate renders it necessary to have more substantial store-houses.

† Government property.

‡ Paragraph 99.

§ The changes of price have been adverted to in paragraphs 35 to 52 of this Memorandum.

110. The prices in the interior press considerably on the poorer classes, and it is generally calculated that, for every mile, one rupee is added per garce to the monopoly rate.*

	Rs. per Garce.		Rs. per Garce.
Ganjam	165	Tanjore	152
Vizagapatam ..	143	Salem	218
Rajahmundry ..	135	Coimbatore ..	224
Masulipatam ..	153	Trichinopoly ..	159
Guntoor	154	Madura	161
Nellore	161	Tinnevelly ..	155
Cuddapah ..	218	Malabar	173
Bellary	251	Canara	145
Chingleput ..	163	Madras	167
North Arcot ..	159	Monopoly price	120
South Arcot ..	162		

111. The marginal statement will show the average rate at which salt is sold in each district, when not purchased at the depôt. The average of the three last years is taken.

112. Dr. Mayer, Professor of Chemistry, has drawn up a very interesting paper† on the analysis of 22 specimens of sea salt taken from the bazaars of 22 towns and villages in the Cuddapah district (averaging 100 miles from the nearest salt cotaurs, and about 150 or 160 by road). The specimens, being dried at the temperature of boiling water till they ceased to lose weight, averaged as follows:—

Moisture	7	per cent.
Sand and dirt	3	„
Chloride of sodium or pure salt ..	89	„
Muriates of magnesia and lime ..	1	„
	100	

If the salt had been *perfectly dry* 89 parts out of 93, or 95½ per cent., would be *pure* salt.

113. With reference to the high retail price at Madras, where there is a central depôt at hand, it is necessary to note that the transactions from whence the return of prices are framed, are of, and calculated from, very small sales per *measure*. In Black town it is 9 pies a measure, or 150 rupees a garce; at St. Thomé (4 miles distant, yet still in the collectorate of Madras) 11 pies, or 183½ rupees per garce.

In what cases salt is sold under the monopoly price. (Malabar).

114. The monopoly prices have under the orders of Government, 9th of March, 1852, been lowered at certain depôts in Malabar‡ along the Cochin frontier. The prices have been fixed at $9\frac{2}{12}$ annas, and $13\frac{9}{12}$ annas, in consequence of the low rate at which salt sells in Cochin, and the Cochin Government have agreed not to lower their rates till the close of fusly 1264 (July 12, 1855).

Salt supplied to French Settlements.

115. The next instance in which salt is sold under the monopoly rates, is that furnished to the French Government under the Convention§ of 13th of May, 1818, by which the British Government are bound to supply what is required for French consumption at the cost price. The French agreeing to sell it at English monopoly price. The *average* annual shipments, and the prices are as follows:

	Maunds.	Price per Garce.
From Rajahmundry to Yanam	1,500	6 Rs.
From South Arcot to Pondicherry	30,000	8 and 14½ Rs.
From Tanjore to Karical	12,500	13 Rs.
From Malabar to Mahé	1,000	At the rate paid in Malabar for Bombay Salt.
	45,000	

116. The charges of sea conveyance are shared between the two Governments. In South Arcot, out of the 30,000 maunds supplied, 3,340 or 11 per cent. only, is taken from the cheaper pans of Keelay, as the salt is inferior, and chiefly used for curing hides. The Mercanum salt is highly esteemed. Its higher price arises from the coodevarum at those pans having been originally fixed so high as 11 rupees, whilst at Keelay it is $7\frac{1}{4}$. The moiety of shipping charges above the sums mentioned, is rs. 5—6—0 from Mercanum per garce, and rs. 2—13—0 from Keelay.

* See Enclosure No. 26.

† Enclosure No. 11.

‡ It is only in Malabar and Canara that there are Depôts anywhere, except on the coast, or at the place of manufacture.

§ By the first and fourth articles of a former Convention, 7th March, 1815, it is stipulated that the British Government pay annually 4 lacs of sicca rupees for the right of purchasing at a "fair price" all the salt manufactured in the French Settlements. A portion of this sum is paid in Madras, and a portion in Bengal. By the Convention of 1818, the British Government agreed to pay 14,000 rupees annually to the French Government, on their ceasing altogether from the manufacture of salt.

117. The next instance in which salt is sold under the monopoly price, is in the case of exportation by sea. Salt exported by sea.

118. It has from a very early period, been the object of the Madras Government, to induce the Bengal Government to supply themselves from Madras, as there is little doubt salt might be landed in Calcutta, even after paying all charges (including establishment), at 10 rupees a 100 maunds, plus freight and wastage; which, altogether, would not, it is believed, equal the expense at which salt is now made in Bengal on account of Government. Reference has been made at the beginning of this Memorandum, to early discussions, as to the export of salt to Calcutta. It was allowed by Section XIX, Regulation I of 1805, to be supplied either by contract or permit. In 1810, the annual supply for Bengal was fixed at 12 lacs of maunds, which, in 1814, was reduced to 5 lacs, and subsequently continued to vary according to the success or failure of the manufacture in Bengal. Exports take place under what is called, "Government indent" and "private trade." In the first case, the Bengal Government notify some months beforehand, what salt they require. As soon as the Collectors have reported they are ready to supply it, the ports* where it can be shipped, and the quantity at each port, is notified periodically in the Fort St. George Gazette, as also the terms on which ships may take it. "Government indent" for Bengal.

119. The Government indent is either for salt required at, or near Calcutta, or at *Chittagong*. The terms to shippers for Bengal, for several years, were as follows: the shipper to pay 35 rupees per 100 maunds, (the salt to be put on board at Government expense), and to receive from the Bengal Government 70 rupees for every 100 maunds he landed. Salt for Chittagong is brought thither by contract made with the Bengal authorities. The Contractor pays at Madras 25 rupees per 100 maunds, and agrees to deliver it at Chittagong for 40 rupees. The Bengal Government indent on the Madras Government, yearly, for the quantity they have arranged for; and it is all supplied from Nellore, the salt of that district being most in request. It is usually termed "Kurkutch salt." Government indent for Chittagong.

120. In 1845† the present rates were established for the Government indent. The salt to be paid for by the shipper at 25 rupees per 100 maunds, (Government to bear the cost of putting it on board,)‡ and the Bengal Government to pay 60 rupees for every 100 maunds landed.

121. The salt transactions for "private trade" are as follows: the different Collectors report, with reference to past demands, what they can put aside for private trade; and the quantities and localities are advertised in the Gazette. The terms are, that any one is at liberty to ship salt at the places specified, on paying 15 rupees per 100 maunds (Government putting it on board for this); the party being at liberty to sell it in Bengal on *his own account*, after paying the import duty in Calcutta, of 2½ rupees a maund,§ or 250 rupees per 100 maunds. It must be taken only in vessels of 200 tons or more, and square-rigged, thus obliging them to take a pilot on board in the Hooghly.‖ "Private trade" to Bengal.

122. It will be seen from the statement beneath that there has been no salt shipped on Government indent for some years, (except to Chittagong¶ from Nellore), whilst the private trade has continued, though its extent has decreased.

* They can hardly be called ports; but the word has reference to the roadsteads opposite the localities on the coast, where salt is stored. The pans are generally close by.

† From Government to Board, 18th October, 1845, and Board's reply, 22nd December, 1845.

‡ The same as salt for Chittagong.

§ In 1841, the duty was 3¼ rupees. In 1844, it was reduced to 3 rupees, and, in 1847, to 2⅝ rupees, and in 1849, to 2½ rupees.

‖ This is a rule of the Bengal Government to prevent illicit imports.

¶ The exports from Nellore have, for late years, been all to Chittagong.

EXPORTS TO BENGAL ON "GOVERNMENT INDENT" AND "PRIVATE TRADE."

Fusly.	Rajahmundry.	Nellore.		Chingleput.	South Arcot.	Tanjore.		Madras.		Total.		
	Private Trade.	Bengal and Chittagong Indent.	Private Trade.	Bengal Indent.	Private Trade.	Bengal Indent.	Private Trade.	Bengal Indent.	Private Trade.	Bengal Indent.	Private Trade.	Total.
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
1254	...	2,56,369	...	56,220	...	...	...	1,77,847	...	4,90,936	...	4,90,936
1255	...	3,47,517	...	11,400	11,820	...	7,200	...	89,541	3,58,917	1,08,561	4,67,478
1256	29,400	3,14,610	20,100	...	3,600	...	5,880	...	51,760	3,14,610	1,10,740	4,25,350
1257	1,440	1,94,869	9,720	...	...	...	...	...	...	1,94,869	11,160	2,06,029
1258	53,600	1,59,750	12,000	...	...	...	8,160	...	1,59,528	1,59,750	2,33,288	3,93,038
1259	60,000	1,81,177	1,11,218	...	3,000	...	1,920	...	75,840	1,81,177	2,51,978	4,33,155
1260	25,000	85,286	14,200	...	15,840	...	...	...	1,11,050	85,286	1,66,290	2,57,576
1261	81,000	94,800	66,400	...	...	...	...	...	6,000	94,800	1,53,600	2,48,400
1262	19,916	...	55,650	...	3,000	6,000	1,800	...	11,700	6,000	92,066	98,066

Causes of discontinuance of export on "Government indent."

123. The following causes may be assigned for the discontinuance of the export on "Government indent." First, the insufficiency of the rate of freight —25 rupees to be paid, and 60 to be received, leaves 35 rupees per 100 maunds —9½ rupees per ton,* whereas freight to Calcutta, except at particular seasons, generally is 15 rupees per ton. It is, however, possible that, if the Madras Government knew beforehand exactly what was required by the Bengal Government, and were authorized to invite tenders, parties would undertake the shipment of large quantities at a moderate freight. Secondly, the nature of the cargo. Salt is subject to great wastage at sea, and the Bengal Government only pay for what is landed. Salt also is stowed in bulk, and is liable to shift and endanger the ship, and every vessel that has carried salt must be washed out (at some expense and delay) before she is fit to take a general cargo. Thirdly, the obligation imposed on the shippers to pay for the salt. It is quite foreign for parties who are mere carriers, to become purchasers also, and sometimes a great inconvenience. Fourthly, the uncertainty as to the time the vessel will be detained by the authorities in Calcutta, before they clear out the salt. On this subject no information can be given in Madras; and if a ship has a charter ready in Calcutta, the master is afraid lest any delay, on account of Government, should vitiate a profitable arrangement with other parties.†

Prices at which the Bengal Government might be supplied.

124. The Government of Bengal have formerly‡ expressed some surprise that they could not be supplied with salt at the same rate (15 rupees per 100 maunds) as "private trade." The Board, as then constituted, did not seem disposed§ to furnish salt without receiving some clear profit for the salt revenue of Madras; but it was on this occasion that they agreed to make the price 25 rupees. It had formerly been 35 rs. The objection to supply Bengal at the same rate as private trade is no longer urged, but even then as long as the sum remaining to cover freight was only 35 rupees per garce, the same difficulties would present themselves to shippers, as exist now. It would also be necessary, as is indeed advisable with regard to "private trade," that the price should not be fixed invariably at 15 rupees per 100 maunds; for in some places it can be supplied at less, whilst at Ennore and Covelong, it hardly at all covers the expenses of manufacture. The price should be just what would clear this Government of *all* expense.

Price at which salt can be stipulated fluctuates.

Petty transactions even in "private trade" export to Bengal.

125. As to "private trade," it does seem that a larger export might be expected. The price at which salt can be landed in Calcutta by "private trade" is as follows, for every 100 maunds:—

Can be put on board on the coast for ..	..	Rs. 15 per 100 maunds.
Freight, say 10 rupees per ton, or ..	..	36.7
		51.7
Import duty at 2½ rupees per maund ..	..	250
		301·7 per 100 maunds.

* 100 maunds = 3⅔ tons.

† Since writing the above, a copy of letter from the Marine Board to Government has been sent to the Revenue Board Office, and is appended hereto, see Enclosure No. 25.

‡ From Government to Board of Revenue, 18th October, 1845.

§ From Board to Government, 22nd December, 1845.

126. According to Mr. Worthington,* the expense from England would be—

Can be put on board at Liverpool for 13*s.* per ton or ..	23·8 Rs. per 100 mds.
Freight at 25*s.* per ton or	46·0 Rs. per 100 mds.
	69·8
Import duty	250
	319·8 Rs. per 100 mds.

and even at this price it has *greatly* affected the Government sales;† and yet, when coast salt can be landed for 52 rupees, less than a lac of maunds were imported against 29¼ lacs, chiefly from England, at 80 rupees!

127. It is not easy to state the true cause of this. Much is owing, no doubt, to the fact of the salt in England being the private property of persons who can supply any quantity—are men of capital, and anxious by every exertion to find a market. Whereas in India it is more of a speculation, as the parties selling the salt have first to buy it, and convey it there in their own vessels, or take their chance of getting freight, which is very fluctuating at this port; and the mercantile connections of Madras and Calcutta are not so extensive as those between England and Calcutta. 15 rupees per 100 maunds is (as said before) the least that the Madras Government can, in general, give the salt for, and put it on board, though at some of the northern ports, where the hire paid to the manufacturer is less, the figure might be reduced to 12 rupees. The expense of putting it on board varies from 2 to 4 rupees per 100 maunds, according to the distance of the depôt from high water mark, and the facility of obtaining boats.

128. The following abstract will shew the quantities of salt sold under different heads for the last 3 years:—

	Fusly 1260.	Fusly 1261.	Fusly 1262.
	Ind. mds.	Ind. mds.	Ind. mds.
For consumption in the districts	22,57,031	23,82,859	23,66,353
For other districts	10,06,843	11,42,397	10,28,793
For foreign States	16,40,564	16,57,007	17,41,440
French Government	63,831	39,390	58,128
Export by Sea	2,51,576	2,48,400	92,066
Total	52,19,845	54,70,053	52,86,780

129. It is to be observed, that in the account of "sales" a distinction is made between (I) home consumption and (II and III) inland consumption. The former shews the sales for consumption within the district where the depôt is situated. The other, the sales for other districts in the Madras Presidency and for Foreign States. It might be supposed that from I we should be able to obtain the consumption in any one district, and from II and III the consumption within the Presidency. But the fact is, that the only means there are for distinguishing the sales is the assertion of the purchaser; wherever he declares he is going to is entered in the account. Now, as the salt merchants desire to have a rowannah or pass for as many days as they can, they very often declare they are going to a distant district, and sell in the same district in which it is bought, or declare they are going to Hyderabad, Mysore, &c., and sell within the Presidency. There is no means of checking this, as will be shewn when mentioning the subject of rowannahs; and the consequence is, that the entries of sales for *home, i.e.*, district, consumption, are generally very much below the

Distinction between home and inland sales.

"Returns of sales" no guide as to estimating the consumption.

* Parliamentary Paper, 4th Report, Indian Territories, 1853, page 183.

† A.D. 1841–42.

Government wholesale sales ..	39,59,336	Imported Salt	6,12,691

A.D. 1851–52.

Government wholesale sales ..	22,39,952	Salt imported	29,26,865

In these years the wholesale price of salt in Calcutta was 323·44 Rs. per 100 maunds.

truth, though the home sales, and "other districts'" sales together,* are nearer the mark. The quantity *sold* for consumption, even supposing the localities for which it is sold are correctly returned, is again very different from the real consumption; for more salt is consumed (through smuggling and illicit practices, to say nothing of earth salt and swamp salt) than is entered as *sold*.

Consumption of salt per head.

130. The consumption of salt per head is a question requiring to be determined. The Board of Revenue, in their first report on the subject of salt, on the 2nd of September, 1799, paragraph 462, state the Bengal estimate of consumption of salt per head per annum to be 9 lbs., but they assumed for Madras 12 lbs. Opinions have since varied, though it is believed 12 lbs. has been usually considered the Bengal estimate of late years.

131. In this Presidency, it may be taken at 18 lbs., or 6 measures,† per head per annum, taking old and young, rich and poor together. It is not asserted that it *is* actually consumed, but it is about what *would be* consumed, if the price were not a hinderance.

132. Mr. Churchill, in his reply to the Board's circular of the 29th of September, 1802, states as follows:—"The natives have a mode of calculating the quantity of *salt* they consume in a month by the quantity of *rice* expended in a day. Thus, they say, a family that consumes a mercal of rice per *diem*, will consume the same quantity of salt per *mensem*."

133. He then goes on to say, that the population of his district, (Rajahmundry,) "on an average, consume a seer of rice per day; and they will, by the above calculation, which I believe pretty correct, consume (each) one *seer* of *salt per month*." Taking the seer at 2 lbs., this would give 24 lbs. a year.

134. On the same occasion, Mr. Ravenshaw, Collector of Canara, reported the consumption at 2 rupees weight per diem to each individual, or 730 tolas = 18 lbs. per annum.

135. The Collectors, whose Reports have lately been received, estimate the consumption differently; but on the whole, 18 lbs. cannot be far from the mark, though it may be said to represent rather what *would be* than what *is* consumed. It is some security for correctness, when, if several estimates are given in different terms, and these terms, being reduced to a common standard, are found to approximate in the result. Early estimates have been mentioned, and below will be found the estimates of the different Collectors at present, after which will be given other sources of information, and the whole should be considered together:—

	lbs. per annum.
Ganjam estimates at one seer in 50 days	= 14½
Nellore estimates 9 seers	= 18
Chingleput estimates 6 to 8 measures	= 21
South Arcot estimates	above 16
Malabar estimates 3¼ Macleod seers	= 12¼

136. The following are deduced by dividing the "home sales" by the population; but the Collectors of Vizagapatam,‡ Guntoor, Chingleput, and South Arcot, specially notice that salt is sold *in the district* by traders whose rowannahs are for *inland*, and also that parts of their district, bordering on other districts, are supplied from the pans of the latter, as being nearer. Consumption of earth, or swamp, salt, and smuggling also, evidently affect the results.

	lbs.
Vizagapatam 1½ seer	= 3
Guntoor 6¾ seers	= 13½
Chingleput§ 2 measures	= 4
South Arcot‖	= 4 4/16
Rajahmundry 7 seers	= 14
Masulipatam 3 15/16 seers	= 8
Nellore 8½ seers	= 17
Tanjore 69¾ tolas a month	= 21½
Madura	13⅜
Canara 625½ tolas	16

* The sales (excluding those for Foreign tates and Bengal) for the last three years, have been as follows (see paragraph 128)—:

Fusly 1260	32,63,884
„ 1261	35,25,256
„ 1262	33,95,146

Or, taking 34 lacs of maunds to a population of twenty-two millions, would give 12·72 lbs. per head.

† Strictly speaking, a "measure, or 1/3200 of a garce, weighs 3·086 lbs."

‡ Reference is made by the Collector of Vizagapatam to the proceedings of Commissioner Northern Circars, dated 19th May, 1853.

§ District adjoins Madras.

‖ Adjoins Chingleput and Tanjore.

137. The Assistant-Commissioner in the Northern Circars states as follows:*—"It was found by careful investigations of the quantity used in several native families of the *lower class* during the two last circuits, that the average per diem for each member was R. 1 As. 10 weight." This gives $15\frac{3}{10}$ lbs.

138. A former Collector in South Arcot, whose attention was much given to this branch of revenue, calculated the consumption at 25 lbs.†

139. In his letter of the 24th of April, 1854, the then Collector of South Arcot gives the population of Pondicherry and its adjacent territory at 96,716 souls; and they receive about 250 garce per annum from our depôts. Of this about 20 garce are used to cure hides, the remainder, or 230 garce, is supposed to be consumed in the French territory. This would give 24 lbs. per head.‡ Mr. Bishop, the Collector of Tanjore, in his letter of the 20th of October, 1848, gave the consumption per head as between $2\frac{1}{2}$ and 3 rupees per diem. This gives an average of $25\frac{3}{4}$ lbs.

140. It has also been ascertained, by reference to the military authorities, that a sepoy on foreign service, when rations are allowed him, receives 12 drams of salt a day, or 17lbs. per annum. On board a ship he receives 1 ounce a day, or $22\frac{3}{4}$lbs. per annum.

141. From all these estimates it may fairly be assumed that 18lbs. per head per annum, or nearly 2 rupees' weight per diem, is what would be the maximum consumption per head, if salt was, from its price, within the reach of all to the extent they required:—but it would not be safe, perhaps, to calculate above 15lbs.; as no doubt there is a tendency among those natives, who have been referred to, to consider more their own adult consumption than that of children and paupers.

142. All the salt consumed in the Madras Presidency is indigenous, except that supplied to Malabar from Bombay, and that to Canara from Bombay and Goa.

143. The import duty of 3 rupees per maund, imposed by Schedule A of Act VI, of 1844, quite shut out foreign salt.§ The Import duty was reduced, by sanction of the Government of India, at the end of the year 1853, to 12 annas, or $\frac{3}{4}$ r. per maund.‖ Sufficient time has not elapsed to judge of the effect of this reduction, but it is not likely that English salt will be introduced.

144. Independent of any argument as to price there seems to be (or *was* on the last occasion on which it was attempted) a great repugnance to English salt.

145. In 1846 an English ship brought a cargo of salt to Madras; and as, from other engagements, the owners were obliged to unlade the ship by even throwing the salt into the sea, it was purchased by Government at 20 rupees per garce. The native dealers made small purchases at reduced prices, but so strong a prejudice existed in the native community against it, under the impression of its being impure, that ultimately it was made over to the Commissariat Department.

146. The Salt Revenue is protected by the enforcement of the laws relative to that subject.

Salt revenue protected by legislative enactments.

147. The Regulations and Acts relating to the Salt Revenue are, Regulation I, of 1805; Regulation II, of 1807; Regulation V, of 1831; Act VI, of 1844, Sections XLIII, XLIV. They seem sufficient for the purposes required. The first establishes the monopoly on the Coromandel coast, and specifies the rights of the manufacturers,—the penalties of a breach of certain laws laid down —the rules regarding import and export—the issue of Rowannahs and Permits —rules under which seizures are to be made.—Regulation II, of 1807, extends the monopoly to Canara and Malabar in a few words.

148. Regulation V, of 1831, directs that those penalties which, under Regulation I, of 1805, were to be sued for by civil process, should be recovered by criminal process, and gives authority to magistrates (and Collectors are magistrates in this Presidency) to take primary cognizance of such offences, and commit, as in other cases of breach of the Salt laws; the maximum punishment by the Criminal Court being 200 rupees fine or two years' imprisonment.

149. Act XVII, of 1840, gives magistrates authority to punish also as far as 50 rupees, or a month's imprisonment, in cases of not sufficient importance to require committal to the Criminal Court.—Sections XLIII, XLIV, XLV, of Act VI, of 1844, fix the monopoly price at $1\frac{1}{2}$ rupee per maund, authorize Government to lower the price, and direct that salt once purchased at this price may be landed free at any other Madras port. In Schedule A the Import duty by sea was fixed at 3 rupees per maund.

* From Assistant Commissioner, 21st April, 1854.

† From South Arcot to Board of Revenue, 19th October, 1848, paragraph 6.

‡ It is, however, to be observed, that great numbers of coolies are shipped from Pondicherry to Bourbon, and they have to be supplied with salt for the voyage.

§ In 1849, Goa salt was admitted into Canara on a duty of 12 annas per maund, and so has continued.

‖ 75 rs. per 100 maunds.

150. The monopoly price fixed in the above Regulation was lowered to 1 rupee per maund, or 120 rupees per garce, by order of the Court of Directors, at the close of 1844; and, in 1853, the Import duty was reduced to 12 annas per maund.

151. As regards embezzlement, breach of trust, &c., the Regulations that apply generally to revenue servants (IX of 1822, and XIII of 1850) can be enforced.

152. Besides this any salt merassidar forfeits his privileges, and his pans are taken away from him, if he is found conniving at fraud.

Salt revenue protected by adherence to the Rules published by the Board of Revenue.

153. Besides these Legislative enactments the revenue is secured by having (which is not the case everywhere) an efficient establishment, and by carrying out the rules laid down by the Board of Revenue for the guidance of Collectors, dated December 23, 1850, and printed in page 546 of their Circular Order Book. They prescribe the warning off all workmen at sunset; the fencing of the depôts, so as to make them quite inaccessible; the receiving of all salt into store by actual measurement; the size of the heaps; the minimum quantity to be sold to a purchaser; specification of the measure to be used and the method of measuring; payment of manufacturers; precautions for preventing intrusions at the stores during the hours of sale; delivery of rowannahs or permits; with printed forms of periodical returns to be submitted to the Board of Revenue, showing from time to time the quantity manufactured at each pan, the quantity brought into the depôt, the quantity sold and remaining on hand, and the proceeds of sales. Accounts of wastage, returns of salt available for export, where exported to, and an annual general account of all the sales and money transactions. Estimates for "advances" are submitted for the Board's sanction, annually. The current prices of salt in each district are reported monthly. Estimates for repairs are submitted through the Department of Public Works.

154. An annual statement of the Salt Revenue is furnished by the Board to Government.

155. In addition to the general rules laid down by the Board of Revenue subordinate rules are, from time to time, issued by collectors to their subordinates, and directions issued to meet cases not generally provided for, or orders which have been infringed.

Salt not a separate agency in this Presidency.

156. There is no separate department for the supervision of the Salt revenue in this Presidency, either Sudder or Mofussil. It is placed in the hands of the Board of Revenue, together with the Land Revenue Customs, mohturpha, stamps, abkarry, &c.; and in the Mofussil it forms one of the several departments under the management of the Collector.

157. An Uncovenanted Assistant to the Collector of Madras was appointed, under orders of Government, November 23, 1852, at the recommendation of the Board, in consequence of the large transactions in this locality, the distance of the pans from the depôt, and various other reasons, which demanded the personal services of a man of activity, intelligence, and integrity. The appointment has been found to answer.

158. With this exception there is no agency between the Collector and the native establishment. The immediate charge of the salt in each district, where it is manufactured, is generally entrusted to the Head Assistant Collector; but his revenue and police duties make it impossible for him to exercise great personal supervision, especially where the sea-board is extensive, and the depôts numerous.

159. The details of the establishment differ in each district; but generally each depôt* is under an ameen, peshcar, or tannadar, who is assisted by a deputy, with native writers, accountants, inspectors, and a guard or peons under a duffadar. A detailed list of native officials and their respective duties having been required, the returns from the several Collectors are furnished in Enclosure No. 12.

160. The facility of fraud and the great gain to be obtained often prove too great temptation to the native establishment, who are certainly not remunerated in proportion to their responsibility; and, without the *constant* and *personal* check of some European officer, it cannot be expected that thorough integrity will be preserved.

Local means for preventing fraud.

161. The local precautions chiefly adopted to prevent fraud are to have watchers over the pans during the manufacture, to make the manufacturers collect and pile the day's salt into small heaps close to the pans, where it is left to dry before it is brought to the depôt; to secure these heaps with some clay stamp, to prevent their being tampered with; to estimate their contents, and send in a daily report to the Collector, by which means some check is kept as to the quantity that *ought* to be received in the depôt; to insist on the salt being

* The Ameen or Peshcar is also sometimes invested with Police authority in the vicinity of the depôts.

brought from the pans to the depôt, as soon as it has at all dried; to have it carefully measured, and not (as used to be customary) make the manufacturers give heaped measures;* not to allow any sales to go on where salt is being stored; to have all returns entered originally in books with each page previously stamped and numbered by the Collector; to report periodically what rowannahs have been issued, specifying the date and number of each, also the quantity it covers; to have the salt heaps (each 10 garce) frequently re-measured by the European assistant; to have good thatching over the heaps to prevent wastage; to have daily returns of every mercal of salt brought into store, and every mercal sold, specifying in this case the number of the heap; to report the loss or wastage on each heap as soon as it is sold off, specifying the date on which that heap was stored; to watch any fluctuations in the extent of manufacture, sale, wastage, &c., and to investigate the causes.

162. The following detail is more especially applicable to Tanjore; but the system, varying according to circumstances, is that generally adopted.

Transactions at the depôt.

163. The merchant wishing to purchase salt, pays into the Shroff's hands the price, in money, of the quantity he requires, taking in return a receipt on a cadjan bearing a stamp and number, which have been previously struck upon it in the office of the covenanted officer in charge. This receipt is presented by the merchant to the peshcar on the salt platform, who orders the quantity of salt required, to be measured out and delivered to the purchaser, with a rowannah or pass shewing the quantity purchased and its destination, the amount paid, the number of bandies† or bullocks, the time within which only the pass is to be valid, and the number of bags in which the salt is packed. When the salt is delivered to the purchaser, the quantity purchased, the name of the purchaser, his village, the amount paid and the date of sale, are entered in a "sale book;" the book being secured from interpolation by each leaf having upon it, previous to being used, the signature of the covenanted officer. At the same time the Curnum writes the rough cooroopoo account,‡ this is fair copied on the following day on stamped cadjan, the rough copy is kept in the salt cutcherry, and the fair copy is sent to the covenanted officer's office every fifth day. The moodepumalai is also written by the curnum during the sale. This is an account shewing the items sold to each purchaser, and the particulars of the coin in which its cost was paid; this is written, both to be kept as a record, and for the information of the Shroff, that he may compare it with his receipts of money, and see if they coincide. The peshcar, or head native officer, only puts his initials to the *receipts for money paid:* the subordinate officers sign all accounts, and the peshcar is considered responsible for their correctness. The object intended is, to guard against fraud by making it necessary that, if any should be attempted, it should involve so many parties as to render it more easy of detection. This object is, to a certain extent, secured; but the evasion of orders as to storing and disposing of salt (which is easy under the measuring system on account of the indefiniteness which must attach to any rules regarding the measurement of so compressible an article as salt), enables the salt servants to defraud Government, as it is believed, to some extent, and the only check upon such evasion, is constant measuring of heaps by the covenanted officer and amildar during the time of storing.

Rowannahs or Permits.

164. One means for checking frauds is the rowannah or pass referred to in Clause II, Section XII, Regulation I, of 1805, without which no salt can be conveyed; and under Clauses I, IV, and V, of the same Section, salt found in transit without a rowannah, or in excess of the quantity stated in the rowannah, is liable to seizure and confiscation. This document contains the following entries:

1. The number of the Rowannah.
2. Date of issue.
3. To whom granted.
4. Quantity of Salt.
5. Where purchased.
6. Price paid.
7. On what laden, whether bullocks, asses, carts, boats, or coolies.
8. Whither going.
9. Remarks.

165. The effect of rowannahs in protecting the salt revenue is now greatly diminished. Formerly there were sayer chowkeys along all the roads, and at every chowkey, examination was made of any salt in transit.§

* If more salt can be introduced than the accounts show, any surplus after sale is fraudulently sold by the salt servants.

† A bandy (cart) can convey about 40 mercals, or 12 maunds. 30 mercals is an usual load.

‡ Enclosure No. 13.

§ Clause III of Section XII of Regulation 1 of 1805.

166. Since the abolition of the Sayer duties under Act VI, of 1844, this check no longer exists. It is true that under Clause III, of Section XIII, of Regulation I, of 1805, police officers are authorized to seize and detain (until a decision is given by the magistrate or Collector) salt unaccompanied by a rowanah, but in practice, few police officers will take the responsibility, or the trouble, of examining and detaining salt in transit; nor is it advisable to encourage them to be over-meddling in this matter. The exactions and annoyances to which traders were subject under the Sayer system are not yet forgotten, and the Board of Revenue would ere this, have recommended the abolition of rowannahs altogether, had it not been that they were necessary under the Regulation.

167. In addition to the above rowannah rules enforced by Regulation, it used to be usual under the spirit of Section XIV of the Regulation, to require all purchasers of salt, who took out a rowannah for places beyond the district where the sale took place, to deliver up their rowannah at the first chowkey specified in the rowannah. These were collected and sent back to the Collector of the district where the salt was sold, in order that the same rowannah might not be used twice over, and to enable the collectors of salt districts to ascertain if the salt, purchased at the Cotaurs, was really for the place mentioned in the rowannah.

168. In theory, this was also a good check upon fraud, but it cannot be properly carried out since the abolition of the chowkeys; the trader will not go out of his way to look for an official to whom to deliver his rowannah, and it is useless to attempt to collect it. Even in former days, it was seldom that all the rowannahs issued in a district found their way back again, and, as the system was not obligatory, the Board of Revenue did not require it in the revised salt rules of December, 1850.

169. That rowannahs, when the roads were guarded under the old Sayer system, were a great protection to the salt revenue, is admitted; and even now, they are a check to a certain extent, but however unobjectionable a pass or permit within a limited range—as in the case of Abkary permits—yet, to subject traders to an inquisitorial visit from every native police officer they may meet during a journey of some weeks, must operate to the prejudice of the traffic, and be accompanied by so many evils, that it seems desirable to put an end to the present practically effete system, and, leaving the merchant free on transit, use every exertion to prevent smuggling at the place of manufacture.

170. The modes in which smuggling is generally carried on at the place of manufacture and sale are,

Smuggling how practised.

1st. By the carrying off at night the salt which has been left to dry at the pans, before conveying to store. In this the manufacturers are the parties chiefly concerned, and they do no doubt occasionally elude the vigilance of the watching peons.

2nd. By the connivance of the public servants, who sometimes, while sales are going on at the depôt, contrive to sell some of the salt, just brought in from the pans, not yet measured and stored. In this case, an understanding exists between the officials, the manufacturers, and the purchasers. To prevent this, sales should never, if possible, be allowed at those parts of the depôt, where new salt is coming in.

3rd. By the salt servants storing an excess in each heap, and, for a consideration, giving purchasers more than their proper quantity. In this manner, when a 10 garce heap is reported as sold off even without wastage, a considerable sum may be realized. This, perhaps, being the least easy of detection, is the most common method in which the salt servants effect frauds. Formerly, the salt servants were allowed to receive over-measure from the manufacturers, on the plea of making up for what would be wasted; but the practice has been prohibited over and over again. It is, however, still carried on, and it is impossible to prevent it entirely, though every effort is made. Even under the very eyes of an European officer, an expert measurer will take in 10 per cent. over, or 10 per cent. less, than he ought, without much fear of detection, and as it is impossible for the European officers to see one thousandth part of the salt measured, the matter is easily arranged. The only check is for an Assistant Collector to visit a platform unexpectedly, and re-measure some of the heaps: but even then, as above stated, he cannot be quite certain. Salt is an article which is capable of being greatly tampered with in measuring, especially in large quantities.* A slight jerk will make the mercal hold an extra quantity, and a loose pouring will make 9 garce appear 10.

4th. By the salt servants entering a greater "wastage" than has really occurred, the difference having been clandestinely sold by them. The "wastage" of salt is most uncertain. The weather, the season of storing, the degree of dryness at which it is stored, *must* differ even in salt from the same pans and kept the same time, and with the same degree of care. It is to be observed that

* A ten garce heap is nearly 4½ tons.

the salt (except at the cotays of Malabar and Canara) is kept in the open air, with merely a thatch over the top. It is an article greatly affected by weather, especially till it has *settled down* after keeping a few years, and any general standard of wastage is unattainable; still, each Collector can tell from experience what may be considered a fair allowance for each depôt, under *ordinary* circumstances, and the wastage has certainly decreased since the subject has been more attended to.

5th. By the use of swamp salt and earth salt. These have been already alluded to; the *extent* to which this kind of illicit trade affects the monopoly it is quite impossible to say. The manufacture is never carried on on any large scale in one locality.

6th. The manufacture of sea salt (or perhaps it is rather swamp salt) in small quantities, along the unfrequented part of the coast, is not uncommon. It appears that for many years, both in Canara and in part of the Ganjam district (Itchapore), the fishermen have been allowed to manufacture the salt required for curing their fish. Under this plea, of course, they dispose of salt on their own account; and even where no permission of this kind is given, sea salt is roughly manufactured in small quantities.

171. It is in the districts of Vizagapatam and Ganjam that most salt is supposed to be smuggled. A short time ago, frauds to some extent were discovered in Masulipatam. The establishments in the Northern Circars appear to be on too small a scale to exercise proper supervision.

172. The "charges" debited to salt, from the time the monopoly commenced to the close of the last fusly, will be seen in Enclosure No. 3. These do not include "recoverable advances." The form of account is in accordance with that issued by the Board of Revenue in their salt rules of December, 1850. The following is an abstract statement for the last three fuslies. The total charges are about 7 lacs per annum to a gross revenue of 50 lacs, or 14 per cent. Charges.

	1260	1261	1262
Salary of fixed establishment	1,40,859	1,39,621	1,42,003
Do. extra Sibbendy	2,422	2,553	3,007
"Extra" charges, and Saderwared	65,417	56,758	59,774
Roosooms	5,244	6,217	4,638
Hire to manufacturers	2,67,543	2,95,660	3,12,529
Paid for Bombay salt	1,32,247	1,29,075	1,40,848
Repairs	619	795	1,315
Hire of boats	13,925	15,880	13,506
Charges of export	726	..	138
Shipping charges	2,097	1,590	3,386
Compensation for abolished pans	3,609	2,438	2,215
Indemnification to the French	21,000	7,000	21,000
Total	6,55,708	6,57,587	7,04,359

173. In the above statement, the collectors seem to have included the pay of the hungamy, or temporary establishment, (called in at the season of manufacture,) under the head of "extra charges and Saderwared." A separate account of the temporary establishment is, however, always submitted by the Collectors for sanction, and the amount of the whole establishment, fixed and temporary, for the three last fuslies is given below:—

	Fusly 1260.			Fusly 1261.			Fusly 1262.		
	Fixed Establishment.	Temporary Establishment.	Total.	Fixed Establishment.	Temporary Establishment.	Total.	Fixed Establishment.	Temporary Establishment.	Total.
1	2	3	4	5	5	7	8	9	10
Ganjam ..	4,258	493	4,751	4,313	496	4,809	4,295	510	4,805
Vizagapatam	4,096	1,110	5,206	4,124	731	4,855	4,137	923	5,060
Rajahmundry	7,695	3,740	11,435	7,075	3,110	10,185	7,237	2,222	9,459
Masulipatam	5,229	958	6,187	5,271	955	6,226	5,115	1,024	6,139
Guntoor ..	10,407	48	10,455	10,247	54	10,301	10,251	53	10,304
Chingleput ..	11,503	..	11,503	12,269	..	12,269	12 460	767	13,227
Madura ..	13,351	..	13,351	13,366	..	13,366	13,296	..	13,296
Nellore ..	26,660	132	26,792	26,346	132	26,478	26,447	132	26,579
North Arcot	800	..	800	..	..	..	..	..	..
South Arcot	6,086	42	6,128	5,706	42	5,748	6,004	42	6,046
Tanjore ..	13,260	168	13,428	13,232	168	13,400	12,884	168	13,052
Tinnevelly ..	10,272	..	10,272	10,323	..	10,323	10,320	..	10,320
Canara ..	15,653	2,411	18,064	15,614	2,550	18,164	16,387	2,997	19,384
Malabar ..	5,743	452	6,195	5,792	444	6,236	5,838	512	6,350
Madras ..	5,846	2,256	8,102	5,943	2,364	8,307	7,332	3,140	10,472
Total ..	1,40,859	11,810	1,52,669	1,39,621	11,046	1,50,667	1,42,003	12,490	1,54,493

Duties of salt establishments.

174. The designations and duties of the various persons employed in the salt department, as taken from the replies of the Collectors to the Circular issued by the Board of Revenue, will be found in Enclosure No. 12. No portion of the salaries of the Collectors, or their assistants, is included in the salt charges' statement of the Revenue Board's Office, though a different arrangement prevails in the accounts furnished to Government by the Accountant-General. In the Northern Circars the salt establishments are inefficient, and it is understood that Mr. Elliot, the Commissioner, has prepared a plan for their complete revision.

Cost price.

175. In the event of the introduction of an excise, and indeed even now, when it is a question what the import duty on salt to Madras should be, it is very desirable to ascertain exactly what may be considered the "cost price." The inquiry will, at the same time, tend to shew at what price salt could be shipped at the different Madras ports for export to Bengal. In this case, of course, *all* charges should be covered. In accordance with the instructions contained in a despatch from the Court of Directors, dated July 30, 1851,* forwarded to the Board of Revenue by Government, October 14, 1851, the different Collectors were called upon to state what was the cost price of a garce of salt in each district, and the result was submitted to Government,† and subsequently published in page 165 of the supplement to the Circular Order Book of the Board of Revenue.

176. This return did not in every instance enter into details, and the Collectors were again called on to give the items on which they founded their calculation. From this amended‡ return, the table given farther on is made out. It should, however, be premised, that the "cost price" is ever fluctuating. It is, in most instances, calculated by comparing the "charges" for a certain interval with the receipts from the salt sold in that interval. One Collector may take a large series, another a short series, of years. Another may take only the last year, whereas the present year might give a different result. And again, strictly speaking, the "cost price" should be calculated on the quantity *made* rather than on the quantity sold. The objection to this is, that the quantity *made* has hitherto varied very much. It may happen that, at the end of one year, a large stock in hand remains, and a comparatively small quantity is made the next. The "charges" would be nearly the same for both years.

177. The Board have met with a copy of the Parliamentary Paper, 4th Report (India Territories), 1853, and perceive, in pages 262–272 of appendix, that it is considered a point of importance to ascertain the "cost price" of the salt made in India; and they fully concur with the views therein expressed, that "the revenue ought to be charged, not only with the expenses that would be incurred under any system, but with all expenses that, under a different system, would be saved altogether; and, in the next place, many of the charges, which are nominally of manufacture, are, in reality, of collection, and consequently debitable to revenue. No charge, in short, which under a system of excise would either fall on the Government, or be saved altogether, ought to be included in the cost price of salt. Such charges are incurred for purposes of revenue, and not of manufacture."

178. In page 199 of the above report, Mr. Prideaux states the views of the Board of Revenue in Bengal as follows:—

"The Board consider that the correct principle which ought to be adopted in calculating the prime cost of home-made salt is, to add to the price actually paid to the Molunghees so much of the expense incurred by Government in bringing it to market as would be incurred by private individuals, or a Joint Stock Company, for the same purposes, on the supposition that the salt were manufactured under an excise system, and subject to the restrictions inseparable from that mode of management; the operations of Government being confined to the collection of the fixed duty, and the prevention of illicit dealings. All other charges, under whatever name they may be brought to account, the Board hold to be charges incurred for the security and protection of the salt revenue under its present form of administration, and therefore forming no part of the cost price of the salt."

179. It is not necessary, nor would it be possible, to analyze every item of petty expenditure under the head of "salt charges" at Madras, as has been done in Bengal. There is no such distinction, for instance, as in Bengal, of Sudder and Mofussil establishment. No doubt the greater portion of the present establishment would have to be kept up under a system of excise.

* The Court state that "it is desirable that you should take into consideration the expediency of reducing the amount of Customs duty (on salt) to the average profit derived from Government from the native salt."

† On the 19th of April, 1852.

‡ The difference between the first Return, as published in the C. O. Book of the Board of Revenue (Supplement, page 165), and the present computation is very trifling, except in cases which will be accounted for farther on.

The charge for establishment is not, therefore, included in the following table as part of the "cost price;" neither the "extra charges," which are not given in detail in the Collectors' accounts, but in which appear to be included the "temporary establishment," employed chiefly on preventive service, during the time of manufacture and storing.

180. It is proposed, therefore, to include in the "cost price" merely the hire paid to the manufacturers, (generally called Coodeewarum,) repairs to platforms, thatching, hire for measuring, boat hire, and canal toll. The Roosooms, which are similar to the Khorakee of Bengal, may be considered a revenue charge.

181. The estimate then is as follows—per garce of 120 maunds:

	Cost price.			Revenue Charges.			
	Coodeewarum.	Repairs, Measuring, &c.	Total.	Establishment.	Extra Charges & Saderwared.	Roosooms.	Grand Total.
1	2	3	4	5	6	7	8
Ganjam	5	..	5	1½	½	..	7
Vizagapatam	6	½	6½	5	..	..	11½
Rajahmundry	6	1	7	4	1¾	..	12¾
Masulipatam { Sea	5	1½	6½	..	..	..	6½ }
Masulipatam { Swamp ..	1	½	1½	..	..	..	1½ }
Guntoor	7	¾	7¾	2¾	..	..	10½
Nellore	7½	1	8½	5	¼	..	13¾
Chingleput	13¼	¼	13½	4¾	..	..	18¼
South Arcot	9½	½	10	3¾	..	½	14¼
Tanjore	10	..	10	3	..	..	13
Madura	10½	¼	10¾	4¾	¼	..	15¾
Tinnevelly	10	..	10	4¼	¼	¾	15¼
Malabar	32½	..	32½	2½	4½	..	39½
Canara	16¼	2¾	19	3¼	¼	2¼	24¾
Madras (Town)	10	6¼	16¼	1	..	..	17¼
Ennore Depôt, 19 Rupees, as explained farther on ..	..	..	..	..	..	..	19

N. B.—The chief instances in which this table differs from that published in the Circular Orders of the Board of Revenue (page 165 Supplement), are in Vizagapatam, Madras, and Nellore. In the first instance the Collector included "wastage," which was very heavy in Vizagapatam. In the second the return was for sales at *Madras* (not at Ennore), and did not include charges of Establishment, and canal toll. In the third case "extra charges" were, by an oversight, omitted in the table sent up by the Board. The Collector of Masulipatam has omitted "Establishment" as a *charge*. It is about 3 rupees a garce, and should be added to columns 5 and 8.

182. Column 4 may be taken as the "cost price." The details, according to the Collectors' returns, have been slightly altered in those cases where the average Coodeewarum has been calculated by them on the mean of 2 or 3 rates, instead of being given with reference to the much larger sale at one of those rates than at the others. Also, where there have been extraordinary *repairs* in the year, forming part of the Collectors' calculation, a smaller sum has been taken. As before observed some portion (though it cannot be stated how much) of the charge of *Establishment* should be added to the "cost price;" and it seems reasonable that an allowance for loss by "*wastage*" should be admitted.

183. It is also to be observed that the Collectors have included the charges borne by Government in *shipping* salt for exportation to Calcutta either on indent or private trade. These are included in column 3.—Rajahmundry, Nellore, and Madras are the shipping districts. The charge per garce of putting the salt on board is about 1 or 1½ rupee, except at Ennore (the Madras shipping depôt,) where it is more. The Collector's estimate is as follows, including the charge for bringing the salt from the pans, which are at some distance from the beach:

COST PER GARCE AT THE ENNORE DEPOT.

	Rs.	A.	P.
Salt manufacturer's share	10	0	0
Average boat hire	0	12	6
Landing charges	0	7	6
Cooly hire for measuring and covering salt heaps	0	5	10
Value of Palmyra leaves	0	6	0
Hire for laying clay over heaps	0	1	0

SHIPPING CHARGES.

	Rs.	A.	P.			
For weighing salt	0	5	0			
Batta to the boat crew	0	5	0			
Charges for conveying boats from Madras to Ennore, and from the latter to the former	0	6	0			
Paid for trips	2	14	0			
Hire for loading boats	0	6	0			
				4	4	0
				16	4	10
Sundry charges, gunny bags, &c.				1	11	2
				18	0	0
Share of charges of Madras Establishment				1	0	0
				19	0	0

184. The low price at Masulipatam is owing to the cheapness of making swamp salt. It costs about 1½ rupee per garce, whilst the sea salt costs 6½ rupees. Under the head of "Coodeewarum" for Canara and Malabar is entered the price paid for Bombay salt. But as there is indigenous salt sold in Canara, and also salt from Goa, the Collector's estimate is given in detail below.

	Cost per Garce on the whole quantity including wastage.			Particulars.								
				On Bombay Salt.			On Goa and Kurrachee Salt.			On the Salt manufactured in Canara.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Net purchase price	16	2	10¼	23	0	6	21	7	11	11	5	5
Beriz on salt pans	2	4	9½	..			..			4	1	10
Fixed establishment	3	5	2½	0	9	7	4	2	8	4	2	8
Saderwared	0	1	2	0	0	5¼	0	1	5	0	1	5
Extra establishment	0	7	9¾	0	3	6¼	0	9	1½	0	9	1½
Pattimar and boat freight ..	2	13	3	1	10	6		..		4	5	9
Repairs of Cotays or store houses, &c.	0	11	2	0	3	9½	0	13	5½	0	13	5½
Total	25	14	3	25	12	4	27	2	7	25	7	8

185. As regards salt supplied to Bengal the price charged in Madras should not only be the total of column 8, but there should be an *allowance for wastage*; and also the payments to the French Government, and the compensation for pans abolished should be included, for, in this case, the object is to clear every expense. It will yet remain to arrange the price to be paid at different ports, as the present uniform rate of 15 rupees per 100 maunds, or 18 rupees per garce (Government bearing the expense of shipping), it will be seen, does not quite cover the expense at Ennore; whilst at the ports of the Northern Circars it might be charged much less.

186. It will be seen from the detailed "salt charges"* and "salt sales"† that the charges are about 7 lacs per annum to a sale of nearly 53 lacs of maunds, or 44,000 garce. This would make the expense 16 rupees per garce. But, excluding Malabar and Canara, supplied chiefly from salt purchased in Bombay, the *charges* would be about rupees 5,04,500‡ (fusly 1262) to a *sale* of

* See Enclosures, Nos. 14 to 16. † See Enclosures, Nos. 17 to 19.

	Rupees.
‡ Total	7,04,359
Deduct Canara and Malabar	1,92,879
	5,11,480
Deduct rs. 7,000 from the 21,000 charged under the head of "Indemnification," because 14,000 is the yearly allowance	7,000
	5,04,480

45 lacs of maunds, or 37,500 garce. This is 13·4 rupees per garce, on an average, which may be thus apportioned:—

		Rs.
Revenue Charges.	Salary of Establishment	3·182
	"Extra charges" and Saderwared	·122
	Roosooms	1·252
Hire to manufacturers		8·301
Repairs		·018
Charges of export		·004
Shipping charges		·059
Compensation for pans		·090
"Indemnification" to the French		·372
		13·400

187. This, with 5 per cent. *wastage*, will amount to 14·1 rupees per garce (or 11·7 rupees per 100 maunds)* and may be considered the average cost to Government (including all charges) of salt on the Coromandel coast.

188. It has been from time to time a matter of consideration whether the price of salt to the inland inhabitants should not be lightened by a system of drawback, or of depôts. Drawbacks.

189. In 1820, when the Government† determined to reduce the monopoly price from 105 rupees to its former rate of 70 rupees per garce, they suggested that it might be advisable that the monopoly rate should permanently vary in different districts, with a view, as far as practicable, of equalising the consumption prices over the country; that, for instance, the price might be lowered in Nellore and Guntoor, if Bellary and Cuddapah could only be supplied from thence—and so on; that if, on inquiry into the consumption prices in the different districts, this plan proved inexpedient, a drawback of a great part of the monopoly price, graduated in the several inland districts, so as nearly to cover the expense of carriage, might be allowed on salt carried into the interior.

190. The Board of Revenue declared themselves averse to this proposition, and the Court,‡ in approving of the reduction of the monopoly price, expressed their doubts of the propriety of the measure suggested by Government, considering that it was equivalent to defraying the cost of carriage to the more distant consumers; and that no good reason existed why this should be done in the case of salt, more than in any other article of equal importance.

191. Here the matter rested until 1839, when Mr. Blackburne, Collector of Madura,§ reporting on the salt sales of that district, stated that it had occurred to him, that a drawback on salt imported to a certain distance in the interior, would be advantageous.

192. The Board‖ observed that the question had already been considered, and objected to, by the Court of Directors, and that, as in the inland districts, Bellary, &c., the cost of transport enhanced the price of salt by even more than 100 per cent., any remission which Government could make in the monopoly price would have little effect on the gross price, while such a system would entail much labour on the public establishments.

193. The Government were still inclined to support the measure, but it was ultimately abandoned, in consequence of the view taken by the Board of Revenue, in their letter to Government, of the 15th of January, 1844. They report as follows:—

"The present would appear a fitting opportunity to advert to the measure suggested for consideration by the principal Collector, in his Report on the Extra Sources of Revenue for Fusly 1248, p. 4., and which has since formed the subject of the correspondence noted in the margin. The question mooted by Mr. Blackburne in the above Report was, how far the consumption of earth salt might be checked, and the demand for sea salt increased, by some such measure as allowing a drawback on all sea salt reaching a certain direct distance from the coast." In the Minutes of Consultation, April 24, 1840, p. 6, the Government, remarking on the desirableness of any measure which, by increasing the consumption of sea salt, would at once "augment the public revenue, and contribute to the health and comfort of the people, by giving them a good for a bad article," direct that Mr. Blackburne be called upon to state "to what extent he expects the consumption of sea salt would be increased in the interior by the grant of a

Board's Pro. 26th March, 1840. Para. 2.
Min. of Cons. 24th April, 1840. P. 6.
Letter from Princ. Col. 28th May, 1840. P. 3.
Board's Pro. 22d June, 1840.
From Principal Collector, 30th June, 1840.
Board's Pro. 23rd July, 1840.
Report on extra revenue for Fusly, 1250. P. 9.
Report on extra revenue for Fusly 1251. P. 9.
To Principal Collector, 31st July, 1843.
From Principal Collector, 11th August, 1843.

* 1 r. 2 a. 9 p. per 10 maunds.
† To Board March 20, 1820.
‡ Despatch dated September 10, 1823, p. 65, in from Government, February 27, 1824.
§ From the Principal Collector of Madura to Board of Revenue, dated August 31, 1839.
‖ Board's Proceedings, 26th March, 1850.

drawback on the price at the pans." It will be seen, from the Principal Collector's letter of June 30, 1840, p. 2, "that, as a measure solely involving increase of *revenue*, he is not inclined to recommend a drawback on salt,"* and again in a subsequent communication he states, "Two motives led me to the consideration of the subject—1st, the asserted injurious nature of earth salt to those who could obtain no other; and 2ndly, great increase to this branch of revenue. The Reports of such Collectors as have favoured me with answers to the questions I submitted to them, induce me to believe that the inhabitants of countries, or tracts of countries, using only the earth salt are equally healthy, long lived, and able-bodied, with those eating only sea salt.† The principal inducement in my own mind to the enquiry is set at rest. The second still exists, but in a less degree, inasmuch as the subject is now one of revenue only, exclusive of humanity."

"As a question of *revenue* only, the Board could not advocate the measure suggested. As remarked in their proceedings of the 26th of March, 1840, the high cost of salt to the inland consumer is occasioned, not only by the original monopoly price of the article, but also by the heavy charges which attend its transport into the interior. No reduction, therefore, in the former could be followed by such increased consumption as would secure the Government from loss, unless accompanied by a corresponding diminution in the latter. Thus, for illustration, the salt purchased at the Madura pans, at the usual monopoly rate of 30 pagodas per garce, will, in all probability, be sold at double that price on its arrival at Coimbatore. Supposing the drawback in this case to be 50 per cent. on the monopoly price, (and a low rate would be of little avail,) the selling price of salt at Coimbatore would be reduced from 60 to 45 pagodas, or 25 per cent. on its present cost; but the loss to the public revenue would be 50 per cent.; and although some increase in consumption may, undoubtedly, be anticipated, it would not be such as to compensate for this direct sacrifice. The same reasoning will hold, whatever be the rate of drawback allowed, and will apply with added force to places more remote from the coast than Coimbatore. The Board are fully alive to the importance of reducing the cost of so essential an article of consumption as salt; but this, they apprehend, can be effected only by restricting the monopoly price to the minimum rate which the exigencies of the state will permit, and by increased attention to the internal communications of the country."

194. The Board, as now constituted, are of the same opinion in regard to Government depôts and drawbacks, though they trust that the measures in progress for ameliorating the communications of the country will greatly remove the causes that have hitherto given some anxiety, as regards the inland supply to the poorer classes. A reduction in the monopoly price is no doubt the most practical mode of meeting the difficulty.

195. The view taken by the Court of Directors in their despatch of the 10th of September, 1823, and that of Mr. Bourdillon, Collector of North Arcot, appear to place the matter in its proper light.

196. The Court observe, "We are much more doubtful with regard to the propriety of the suggestion which you have referred to the consideration of the Board of Revenue, that the monopoly price should be different at different places in such a manner as to equalise the price to the consumers. If the same monopoly price were taken from all, the cost would be increased to the consumers in distant places only by the expense of carriage. To reduce the monopoly price in such a manner as to make the price to the consumer the same at the distant, as at the neighbouring, places, would, we think, be neither more nor less than to make the Government pay the cost of carriage to the more distant consumers; and no good reason has presented itself to us why this should be done in the case of salt more than in any other article of equal importance. We are therefore disposed to believe that upon a further consideration of the suggestion you will see reason to abandon it."

197. The passage referred to from Mr. Bourdillon's letter is as follows:—"It has been proposed by some, with the view of diminishing to the consumer the cost of transport inland, that Government should establish depôts in various parts of the country, at which salt should be sold at the regular Government price. It appears, at first sight, only fair thus approximately to equalise the tax; but it would be done at great cost. I think it may be considered certain that the actual transit and storing of the salt would cost the Government far more than they would cost individuals; the excess would be so much capital wasted, and in addition to this, the peculations now practised at the pans would no doubt be carried on in this new and wide field, thus involving great loss to Government. In both these ways, as well as in the benefit given to the inland consumer, the productiveness of the tax would be diminished, or in other

* Report on Extra Revenue for Fusly, 1251, paragraph 9, dated August 24, 1842.

† Vide paragraph 90 of this Memorandum.

words, the lowering of the Government price would *pro tanto* be rendered impossible."

"In a natural state of things, that is, if there were no monopoly, the inland consumer would pay more for sea salt than the coast consumer. The coast possesses this advantage over the interior; but the inland districts have other advantages wanting on the coast, a milder and more productive climate, and an aptitude for raising some valuable exportable products, such as cotton and indigo; and it appears to me, that the wisest part of Government is not to interfere with this natural state of things, and that whatever sacrifice of revenue can be made will be applied more economically and more judiciously in a reduction of the first cost, rather than in any attempt to perform the functions of a trader; and that the subsequent distribution of the commodity should be left to the ordinary operations of trade. For the foregoing reasons, I think the establishment of local salt depôts unadvisable."

198. The question of a salt excise was mooted with reference to Canara in 1852. The Collector proposed an excise and a low rate of import duty on salt brought from Arabia, Goa, and Bombay. The Government approved, as far as regarded Arabia and Goa, and subsequently, in consequence of the orders of the Court of Directors,* a general import duty of 12 annas, instead of 3 rupees, per maund has been sanctioned. The views of Mr. F. Maltby, on the question of excise, are now (he states) the same as in 1852; and as he has gone into some detail on the subject, a copy of his letter is appended.†

199. The question of substituting an excise throughout the Madras Presidency having lately been the object of Mr. Commissioner Plowden's enquiries, the different Collectors of districts, where salt is manufactured, were called on for their opinion.

200. In consequence of excise being a method of revenue unknown in this Presidency, and there being no information to shew how it was carried on in Bombay, some misapprehension on the subject naturally prevailed; but the Collectors generally objected to it.

201. The objections were chiefly the following:—

1st. The impossibility of guarding against smuggling, in consequence of the facilities for making salt all along the coast, from Ganjam to Cape Comorin.

2nd. The increased expense of establishment.

3rd. The probability of a deficient supply, in consequence of want of capital.

4th. The injury to the present Meerassidars, who, of course, would not get so high a price for their labour.

5th. The necessity that would still continue to make advances, and thus become, as it were, parties to the manufacture as under a monopoly.

6th. The deteriorated qualities of the article.

202. It does not appear necessary to discuss the relative advantages of a monopoly and an excise. It is presumed that the former is doomed, and if an excise *is* to be substituted, the objections urged do not appear to the Board insuperable.

203. The first is the most serious objection; and if the manufacture is to be left perfectly free to all persons in all places it would be fatal. But the Board believe that a modified form of excise is not inconsistent with the views of those who oppose the monopoly; and if the manufacture is limited to certain localities, the establishment necessary for preventive purposes will, it is expected, not increase in a larger proportion than the revenue it is designed to protect. The above explanation disposes also of the objection to having an "army of Chowkeydars." There appears nothing in the system itself (independent of the extent of country where it prevails) to necessitate a heavier outlay, in the way of establishment, than is now required under a monopoly.

204. It is possible that, at first, till the system becomes understood, the supply might not be quite so plentiful as it is now; but this would rectify itself, on the principle of the supply meeting the demand.

205. The Meerassidars would probably be somewhat hampered at first; but the Government would be as ready to assist them as any other ryots as far as is consistent; and the objection is not one that should weigh much against other reasons.

206. It might be necessary at first to make the change by degrees, but eventually the Government would participate as little in any salt transactions as they do in Bombay or Calcutta.

207. The Board are inclined to believe, that salt manufactured by private parties under an excise, would be quite as good as it is now: competition would induce this.

* July 30, 1851. † Enclosure, No. 20.

208. The Minutes of Mr. J. Goldingham, second member, and of Mr. E. Maltby, third member of the Board of Revenue, are appended* hereto.

209. Mr. W. Elliot, senior member of the Board of Revenue, is at present employed on special duty, as Commissioner in the Northern Circars.

210. Two other plans have been proposed—the one to fix a *rent on land* capable of yielding salt, the other to issue *Licenses* for the right to manufacture salt over a certain area.

211. The difficulty of ascertaining the various capabilities of salt grounds must, where the rent would necessarily be very high, render the first plan almost impossible, till at least the capabilities of different localities be tested by future experience.

212. The objection to the licensing system is, that in such an article as salt, the speculation would be attended with great risk; and, unless the licenses were taken up freely, there might be a deficiency of the supply to an extent sufficient to cause great distress. On this important subject, however, Mr. W. Knox, Acting Collector of Ganjam, has entered with some detail, and his letter is appended.†

213. The price of salt to the consumer, under an excise system, would fall, in proportion as the private individual could make it cheaper than the Government make it. It could, probably, be made for 6 rupees per garce, or 9½ pies per maund. This is the price that a salt Meerassidar generally gives to those who cultivate his pans for him.

214. The excise duty (if the present monopoly price is to be the standard) will not be *less* than 14 annas per maund (or 105 rupees per garce); for the highest cost price to Government, is not above 15 rupees per garce,‡ or 2 annas per maund. Now 9½ pies plus 14 annas per maund will be 111 rupees per garce,§ or 8 per cent. below the present monopoly price. But it is to be observed, that this is supposing the salt farmer is satisfied with no profit. The profit looked for in a manufacture of so much risk will bring the price fully up to its present rate. Even supposing salt could be made at 3 rupees a garce, this, with the excise of 14 annas a maund, or 105 rupees a garce, would make it 108 rupees, and it is a question if it would not be charged above 120 rupees.

215. Taking the consumption at a liberal rate, namely 18 lbs. or 6 measures per soul per year, it is 3 annas 7¼ pies, or for a family of five persons rupee 1-2-0. The wages of a labouring man in the Mofussil are about 1½ rupee per month; but it is to be recollected that a man's family in India is generally an advantage to him rather than otherwise, as they almost all earn something, or give their labour in some way.

216. It is true that at a distance from the coast, the price of salt is nearly doubled. This is due, not to the monopoly price, but to the cost of transit. If with a monopoly price of rs. 120, the cost at Coimbatore is 220, it would cost 100, even if it was obtained *free* on the coast. It does not seem correct therefore to make the monopoly responsible for these 100 rs. In considering its burden, respect should be had only to the wholesale price at the Government depôts.

217. The Board of Revenue at Madras are, however, in favour of a reduction of the price, being under the conviction that the consumption would be much greater, and that it would supersede, to a considerable extent, the use of earth salt which, as far as it is consumed, detracts from the salt revenue.

218. There will be, no doubt, a difficulty in dealing with the earth salt under a system of excise. If the rate of excise is low, the earth salt will not interfere much with the revenue; but at the present rate, it will be necessary to increase the preventive establishment, if it is only to give security and encouragement to persons taking up salt works on the coast. A lower rate of excise on earth salt might also be desirable.

219. In the event of an excise being introduced, it will be necessary to consider our engagements with the French Government. The *renewed* Convention‖ made between the Government Agent at Cuddalore, and the local Government of Pondicherry, dated June 1, 1837, permits, in the 7th Article, either party to withdraw from the engagement, giving a year's notice. This is as far as the payment of 4,000 pagodas (14,000 rs.) granted as compensation on the entire suppression of the manufacture of salt in the French limits is concerned; but the Convention‖ signed at London, March 7, 1815, by which the British Government agree to pay (Article 5) 4 lacs of sicca rupees for the right of purchasing at a fair price, all the salt in the French settlements, is also in

* See Enclosures Nos. 21 and 22.

† See Enclosure No. 23.

‡ This is exclusive of the charges for putting salt on board for export, which are now borne by Government.

§ (6 + 105.)

‖ See Enclosure No. 24.

force. This seems to be continued under the Convention* signed at Pondicherry on the 13th of May, 1818, and is paid to this day.

220. The amount of revenue given up by the Madras Government from time to time has been asked for.

221. In 1844, the "Sayer," or land customs, was abolished† with the exception of some frontier duties. The Sayer used to be about 36½ lacs of rupees. The frontier duties now amount to about 2½ lacs, making a difference of 34 lacs per annum. The "charges" were about 7 lacs. From this should be deducted about 3¾ lacs paid as *drawback*, but entered as charges. They are now about 40,000 rupees.

222. On the 1st of January, 1853, the tobacco monopoly was abolished. The revenue was about 8½ lacs in the previous year. The "charges" were about 65,000 rupees after deducting "advances," and cost of tobacco.

223. It is in contemplation to abolish the "Mohturpha." The revenue is about 12 lacs; the "charges" about a ¼ of a lac.

W. H. Bayley, *Secretary, Board of Revenue.*

Madras, June 17th, 1854.

(True Copy.)
With some Corrections and Notes.

GEO. PLOWDEN, *Commissioner.*

Appendix B.—No. 2.

A.—Draft of proposed Excise Regulation of 1804.

B.—Mr. Falconar's Minute of 1804, on Salt Revenue.

See Appendices E, Nos. 11 and 12 of the Report.

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* See Enclosure No. 24.
† Act VI, of 1844.

Enclosure No. 3.

STATEMENT shewing the Quantity of Salt sold, with the Financial Results from Fusly 1216 to Fusly 1262.

Monopoly Price.	Fusly.	Year.	Home, Inland, and Foreign States, including French Government.	Exported by Sea.	Total Sales.	Gross Revenue.	Charges, exclusive of Advances.	Net Revenue.	Remarks.
1	2	3	4	6	6	7	8	9	10
70 Rs.	1216	A.D. 1806—7	In. Mds. 28,71,120	In. Mds. 9,87,960	In, Mds. 38,59,080	Rupees. 19,94,439	Rupees. 7,23,056	Rupees. 12,71,383	From the Board's letter to Government of 18th April, 1822, it appears that the average of the five years preceding the monopoly was—
,,	1217	1807—8	36,51,000	13,33,440	49,84,440	24,39,194	7,97,610	16,41,584	
,,	1218	1808—9	37,21,560	13,99,080	51,20,640	23,73,816	4,62,567	19,11,249	
105 Rs.	1219	1809—10	28,58,880	11,58,000	40,16,880	25,20,282	4 72,507	20,47,775	
,,	1220	1810—11	33,19,800	11,06,520	44,26,320	30,46,413	5,34,103	25,12,310	
,,	1221	1811—12	31,57,920	15,50,040	47,07,960	30,51,513	6,27,301	24,24,212	
,,	1222	1812—13	33,97,560	12,02,880	46,00,440	32,14,854	6,67,441	25,47,413	
,,	1223	1813—14	32,27,880	13,70,160	45,98,040	32,98,410	6,37,473	24,60,937	
,,	1224	1814—15	30,98,280	5,30,640	36,28,920	27,72,925	5,17,961	22,54,964	
,,	1225	1815—16	30,62,520	2,30,880	32,93,400	26,68,229	4,91,447	21,76,782	
,,	1226	1816—17	27,90,720	3,24,000	31,14,720	25,21,199	4,46,367	20,74,832	
,,	1227	1817—18	32,01,600	4,58,520	36,60,120	28,50,456	4,92,831	23,57,625	
,,	1228	1818—19	33,73,560	6,60,720	40,34,280	30,44,898	6,30,822	24,14,076	
,,	1229	1819—20	34,35,264	6,90,608	41,25,872	30,86,675	6,40,066	24,46,608	
105 & 70 Rs.	1230	1820—21	44,03,734	4,13,664	48,17,398	27,84,959	8,17,835	19,67,123	
70 Rs.	1231	1821—22	48,17,340	10,59,636	58,76,976	30,54,765	9,92,327	20,62,438	
,,	1232	1822—23	46,25,069	9,47,805	55,72,874	29,42,106	7,67,527	21,74,579	
,,	1233	1823—24	46,21,540	10,97,406	57,18,946	29,47,503	8,94,857	20,52,646	
,,	1234	1824—25	48,70,670	10,30,415	59,01,085	30,36,763	8,07,142	22,29,621	
,,	1235	1825—26	51,76,027	7,29,194	59,05,221	31,80,664	6,60,639	25,20,025	
,,	1236	1826—27	45,55,973	7,94,484	53,50,457	28,30,585	6,94,092	21,36,493	
70 & 105 Rs.	1237	1827—28	47,28,011	15,22,182	62,50,193	30,95,589	7,38,760	23,56,829	
105 Rs.	1238	1828—29	42,00,514	5,80,383	47,80,897	37,47,480	7,23,523	30,23,957	
,,	1239	1829—30	44,49,558	6,58,820	51,08,378	40,14,619	7,54,568	32,60,051	
,,	1240	1830—31	41,16,387	6,54,114	47,70,501	37,80,760	6,19,314	31,61,446	
,,	1241	1831—32	41,55,029	5,53,290	47,08,319	38,12,201	7,57,480	30,54,721	
,,	1242	1832—33	35,63,208	13,59,935	49,23,143	34,63,969	6,57,202	28,06,767	
,,	1243	1833—34	42,53,700	23,80,274	66,33,974	41,92,551	7,58,846	34,33,705	
,,	1244	1834—35	41,36,327	16,80,890	58,17,217	40,70,632	7,61,477	33,09,155	
,,	1245	1835—36	38,89,220	6,96,164	45,85,384	35,96,767	6,55,066	29,41,701	
,,	1246	1836—37	39,36,900	6,64,761	46,01,661	36,42,403	7,38,836	29,03,567	
,,	1247	1837—38	44,44,327	62,957	45,07,284	38,60,865	5,41,309	33,19,556	
,,	1248	1838—39	45,40,196	2,28,373	47,68,569	39,78,662	5,47,176	34,31,486	
,,	1249	1839—40	45,57,281	2,41,329	47,98,610	39,88,101	6,75,387	33,12,714	
,,	1250	1840—41	42,55,699	3,36,871	45,92,570	37,50,028	6,85,315	30,64,713	
,,	1251	1841—42	43,36,051	10,13,498	53,49,549	40,61,103	7,13,519	33,47,584	
,,	1252	1842—43	43,07,742	11,28,170	54,35,912	41,07,971	7,49,121	33,58,850	
105 & 180 Rs.	1253	1843—44	40,73,566	11,43,109	52,16,675	42,04,944	6,60,029	35,44,915	
180 & 120 Rs.	1254	1844—45	43,31,727	5,03,089	48,34,816	45,82,782	7,00,176	38,82,606	
120 Rs.	1255	1845—46	45,61,673	4,67,478	50,29,151	46,37,552	6,84,064	39,53,488	
,,	1256	1846—47	46,23,162	4,25,350	50,48,512	46,74,928	5,77,286	40,97,642	
,,	1257	1847—48	46,42,729	4,41,509	50,84,238	46,96,714	6,83,738	40,12,976	
,,	1258	1848—49	47,14,247	3,93,038	51,07,285	45,55,548	7,40,252	38,15,296	
,,	1259	1849—50	48,47,004	4,33,155	52,80,159	47,18,198	7,89,545	39,28,653	
,,	1260	1850—51	49,68,271	2,51,576	52,19,847	48,06,596	6,55,707	41,50,889	
,,	1261	1851—52	52,21,653	2,48,400	54,70,053	49,00,962	6,57,589	42,43,373	
,,	1262	1852—53	51,94,713	92,066	52,86,779	49,94,124	7,04,356	42,89,768	

Home and Inland.	Export by Sea.	Total.
Mds.	Mds.	Mds.
23,76,520	5,56,800	31,33,320

W. H. BAYLEY,
Secretary.

Enclosure No. 3 A.

Fusly 1262.

	Gross Revenue.	Charges exclusive of advances.	Net Revenue.
	Rupees.	Rupees.	Rupees.
Ganjam	3,68,418	25,787	3,42,631
Vizagapatam ..	1,77,165	24,648	1,52,517
Rajahmundry ..	2,48,375	22,211	2,26,164
Masulipatam ..	1,41,617	13,552	1,28,065
Guntoor	5,88,290	43,512	5,44,778
Nellore	5,05,418	64,551	4,40,867
Chingleput ..	3,10,808	59,659	2,51,149
South Arcot ..	2,04,243	53,920	1,50,323
Tanjore	4,79,073	58,147	4,20,926
Madura	3,82,584	39,057	3,43,527
Tinnevelly ..	3,56,415	35,458	3,20,957
Canara	4,59,642	99,871	3,59,771
Malabar	3,20,741	93,007	2,27,734
Madras	4,51,335	70,977	3,80,358
Total ..	49,94,124	7,04,357	42,89,767

W. H. Bayley,
Secretary.

Enclosure No. 4.

Extract from a Report from the Inspector-General of Civil Estimates to the Board of Revenue, under date the 21st October, 1822.

Paragraph 10. "The state of the water, when introduced into the reservoirs or *condams*, is a point of much importance. In order to its due estimation I shall lay before you the result of a cubic foot of sea water employed in the making of salt, considering it for the moment to consist of nothing more than the salt obtained and the water evaporated; setting aside, as of little importance, its other component parts, which probably form the slime observable in the pans from time to time.

11. I have found by experiment, that the specific gravity of the coarse bazaar salt, after it has been well washed, is about 1·952,* water being 1, and as the specific gravity of sea water may be assumed in these latitudes at about 1·0263,† it follows that of one cubic foot, or 1,728 cubic inches of sea water, 1,680¼ cubic inches must evaporate, and leave in the pan *only* 47¾ cubic inches of solid salt, or about 2¾ per cent. on the *bulk* of the water. Hence it is of the utmost importance that the water reserved for the operations of the season should be the strongest procurable; and it is evident that the natives do not sufficiently appreciate this circumstance, since they do not regulate the time for commencing their operations by the tides or the freshes, which must inevitably affect the body of waters from which the supply is to be taken, to its advantage or disadvantage. For instance, if the supply be drawn from a lake or a backwater, the heavy rains, the freshes of rivers, during, or immediately after, the monsoon, must have weakened the waters essentially, and the quantity of salt produced in the year with that water will be much less than if sea water had been employed. Hence in such cases it is absolutely necessary that the time of drawing the water should be regulated by the first or second *spring tides*, which take place after the last rains, and which, communicating with the lake or the backwater, counteract, in a great measure, the effect of the freshes; and not by the occurrence of any feast or other special days.

12. It would not be attended with much difficulty or expense to furnish the collectors with hydrometers of a simple construction, which would show the weight of pure water, of sea water, and of saturated brine; and they would be found of the utmost use in regulating the whole process.

13. I shall now observe, with respect to the tedious preparations detailed

* If pure it might not exceed 1·93.
† It has been found here by experiment to be 1·02,618.

by Mr. Angelo, that the manufacturers do not appear rightly to understand the object and the effect of them, and that, in many places, this *routine* is gone through merely from usage; while, on the other hand, they are, perhaps, too careless in the essential part of that preparation.

14. I conceive the main objects to be simply these:—*First*, to secure, in reservoirs, as much water as is necessary for the service of the season, so that it shall not be affected by the external waters, from tides or freshes. *Secondly*, to allow it to condense in these reservoirs, while the other work is proceeding, but not to that extent which would occasion a deposit of good salt in those reservoirs. *Thirdly*, to form the floors of the *beds* level, and to render them as impermeable as possible.

15. It may here be observed that the importance of the reservoirs does not seem to be duly appreciated, although they are in general use, and the waters in them distinguished by *nella*, fresh, *soodoo*, hot, and *karam*, strong; but in some places this distinction is almost nominal: for the waters are said to be passed from one to the other, in one or two days, as if one or two days' evaporation on that body of water could alter it to any essential degree.

16. The Collector of Nellore however states it to be of importance that the water should be kept in the reservoirs *ten* or *fifteen* days at least, to get *heated* by the sun, before it is let into the pans. *Heated* is the native expression and understanding of it, but *condensed* is more appropriate; and towards that effect ten or fifteen days at the early part of the season, will not do a great deal.

17. With this view of the case then, I would suggest that the first or *general* preparation should consist simply in forming the reservoirs, and securing them with sufficient banks, occupying three quarters of the land destined for a plot, or *allum*, of pans, to be divided into, at least, three equal tanks; and they should be filled the moment the water is of a fit quality to contain, the first about three feet in depth, the second two feet, and the third one foot. They should communicate with each other at pleasure *from* the deepest *to* the shallowest—the Packottah, or machine for raising the water, being placed at the *deepest*, and moveable to the second. Ploughing will seldom be necessary, and the banks only will need beating down. They should be replenished occasionally as absorption is observed to prevail.

18. Till this operation is completed the manufacturer's attention should not be given elsewhere; and if his tanks be well secured and filled with good water, his work is already well advanced.

19. Condensation being now in progress the cultivator may take his time to form his *beds* well—levelling, watering, beating with rammers, and treading them alternately in the usual manner. To this he cannot pay too much attention; and if the natural soil be not favourable his labour will be well paid if, from any neighbouring spot, he gets a sufficient quantity of stiff clay to form his floors; (it should be well tempered, with enough of sand in it, to prevent much cracking). Finally, strewing fine sea-sand over it, and raising the dividing ridges.

20. I must here remark that the water required for this process should on no account be taken from the tanks, but elsewhere—that of the tanks becomes daily too valuable to be thrown away in this work.

Plan A. 21. The shape of the beds given in the plan may be varied according to circumstances, but on this principle—that they shall always be narrowest in the direction of the strongest and most unfavourable winds.

22. The manufacturer will now let the water into his beds, from the shallowest tank, and, as it condenses, scrape up the salt. Here an essential question arises as to the depth of water to be introduced into them to the best advantage. The documents before me show that this part of the process is very various; but they do not contain all the particulars necessary to determine with precision which is best. In some cases $2\frac{1}{2}$ inches of water only are introduced at a time; in other pans 6 for each *scraping* or gathering; while in some places, the water is let in and evaporated alternately, in small quantities of 2 or 3 inches, 2, 4, or even 6 times, before any gathering is attempted.

23. It may, however, I imagine, be laid down as a principle that the seldomer the floor or bottom of the bed is disturbed by scraping, the cleaner and whiter the salt will be; but, that on the other hand, too large a quantity of salt remaining in the beds is liable to be, in some degree, damaged or even destroyed, by sudden rains or inundations, while a thick layer of salt may likewise retard evaporation.

24. It may also be argued that the shallower the water remains in the beds the less it will be affected by the winds, the higher its temperature will be, and the greater the consequent evaporation, to a certain extent at least; for I have found that when the surface of the water approaches the surface of the salt the evaporation is greatly retarded.

25. Under all these circumstances I would recommend the following medium process:—As soon as the beds are thoroughly prepared, two inches of water should be let into them from the third tank or *karam condam*, and *every morning* afterwards they should be replenished from the same source to that

depth, till the 14th day. On the 15th the scraping should commence, allowing the remainder of the water to evaporate while this operation is performing. After this the beds should be cleared of slime, levelled, and again beat and trodden, if necessary, proceeding in this manner to the end of the season. Mr. Angelo seldom notices the clearing away of the slime, but it appears to me to be an essential part of the operation.

26. Particular attention should be paid to the condition of the water in the *karam condam*, which should always be kept in a state of condensation approaching towards saturated brine; and water added to it, when necessary, from the second, to be replenished from the first *condam*.

27. The judgment of the manufacturer should also be exercised in keeping as much water in the three tanks, under the rule given, as may be required for the *whole season*, and *no more*. The second *condam* should always be kept about two feet deep, the third one foot, till towards the close of the season, when they should both, by degrees, be drained off into the beds.

28. I have already noticed that the details before me do not enable me to appreciate the extent of evaporation which takes place in the course of a season; and it is further to be regretted that Mr. Angelo has not said whether the information given to him was taken from an average of good and bad seasons, or for the year in which he made his survey. Taking the average, however, it appears that in ninety days of the most favourable part of the season, there is a depth of water of fifty-eight inches disposed of in vapour, in salt, and in absorption; or about 0·645 inches per diem; but that out of this quantity only $85\frac{1}{4}$ mercals are produced by each bed, one with the other, within that period, or 0·947* mercal per diem. Now taking the average of 253 superficial feet for the area of the bed, 0·645 inches deep of sea water in it, ought to produce nearly 1·84† mercals; and therefore it follows, either that the water when used in the beds was very *weak* of salt; that there was a waste of land in forming the beds, by their not containing the space assumed; that much rain fell in the beds, or that they were overflowed from without; or that much of the water put into the beds was afterwards absorbed in the earth, from the floors not being sufficiently staunch.

29. But from an experiment made during the last and the present month, when the water exposed to the sun was, in the middle of the day, at the average temperature of $98\frac{1}{2}°$, the evaporation was 0·23 inches per diem, till the water arrived at the condition of *saturated brine;* but from the beginning of the evaporation to the complete formation of the salt it was only 0·182 inches per diem. Now, if to this measure we add 0·43 inches only, two-thirds of the greatest evaporation obtained before, (deducting one-third for absorption by the earth,) the mean evaporation throughout the season may then, I think, be fairly assumed at $\frac{0{\cdot}182 + 0{\cdot}43}{2} = 0{\cdot}306$ inches per diem, or 3–10th of an inch; and with this assumption I will here shew the result of the process I would recommend.

30. The reservoirs being prepared early in January, a favourable moment should be taken for filling them, as directed, with proper water any time between the 15th and 31st of the same month, to be regulated by the season and the tides, and determined by means of a hydrometer. The *beds* should then be formed, in the manner prescribed, of the assumed average area of 253 superficial feet. This operation might take up the whole of February, and the beginning of March would be quite early enough to commence supplying the beds with water.

31. By this time the water in the third, or *karam condam*, would probably have acquired nearly double its density, and being let into the beds with that advantage, would yield a much more copious harvest than if taken immediately from the lake, &c., being introduced *daily*, as directed, for fourteen days, and the evaporation operating upon it uninterruptedly for that period. By this time, 4·2 inches would have evaporated, (besides any small absorption which might still prevail,) which would have left behind it 8·962 cubic inches of *solid* salt, or $25\frac{1}{3}$ mercals nearly; and, as ten such scrapings might easily be obtained in the season, the whole amount would be 253 mercals per bed, and at the average of 44 beds per cawny, $27\frac{5}{6}$ garce per annum, instead of about $10\frac{5}{8}$ garce, the average of Mr. Angelo's statement. But allowing 25 per cent. for rains, wastage, &c., it will be reasonable to expect 20 or 21 garce clear. The probability of which is supported by the present produce of the Ennore old pans, which in the statement is rated at 19·344, or nearly 20 garce per cawny.

32. To these remarks I would add, that after each scraping (twice per month) the beds should be cleared from slime, &c., before the next flooding; that the salt should be gathered, by means of light scrapers or other implements, without treading in the bed, and while it is still immersed in about an inch of brine. This last precaution tends not only to keep the salt white and clean, but much time is also saved, the evaporation being quicker when the surface of

* About $7\frac{1}{2}$ measures.
† $14\frac{3}{4}$ measures.

the water is about one inch above the salt. It should then remain on a raised corner of the bed (*not* on the bank) to dry, and for the brine to drain off into the bed, else there will be great waste. It is necessary to observe, that in forming the pans the whole should be sunk below the natural level of the soil, or even below that of the bed of the lake, creek, or backwater, from which the supply of water is drawn; by this means much absorption will be prevented;—but in that case the surrounding bank must be made sufficiently strong and high to prevent submersion from the tides or freshes. The beds should always be a few inches lower than the third *condam;* but the first and second *condams* may at pleasure be sunk as deep or deeper than the third, if that expedient be found to secure the work better, but then the packottah or basket must be used to bale the water out of them into the third when required.

33. As to the means employed in raising the water into the *condams,* the common packottah may generally be considered the best. In some cases, where the height is inconsiderable, the basket, or the *dony-yeathon,* may perhaps be used with greater advantage. The latter is of the nature of the Dutch *scoop;* and if it were made *double* like it, would be better still.

34. By either means, the water required to fill the *condams* of any one cawny *ullum* will be easily raised by two men in 10 or 12 days; after that, comparatively little will be required. It would be better, however, to have extra packottahs and extra people, so as to fill the reservoirs in a shorter time. As the season advances no more water will be required.

35. In regard to the nature of the soil, I do not conceive that it can greatly or seriously affect the *quality* of the salt. If it contain impurities, they are soon filtered or absorbed beneath the surface during the preparations; but it may operate upon the *quantity* made annually, inasmuch as it may be more or less sandy or clayey—unless clay be brought for the floors of the beds, as before recommended—their level being below that of the neighbouring, or surrounding, waters in any case.

36. The various colours which salt seems to assume is simply that of the sand or dust mixed up with it; for all of it becomes white when, by boiling and evaporating, it is brought to that state commonly called *table salt.* If, however, the manufacturer on scraping his beds would cast the salt into *brine tubs,* or even a *brine pit,* at hand for the purpose, he would, with little labour, clear it of almost all its dirt, and without *any loss;* provided only that the brine were in a *saturated* state. This operation would be easy; and by using the common split-bambo sieve basket, he might moreover rid it of any portion of its powder, and render his crystals more beautiful and valuable.

37. Some notice may here be taken of Mr. Angelo's observations, in which most of the Collectors also seem to concur, that the first scrapings do not produce salt of so good a quality as what is gathered in the heat of the season. When lately I was trying the progress of evaporation, I observed that when the sea water had acquired a density of about 1·08, small brownish and soft* particles began to fall to the bottom of the trough, and continued to do so for a few days. After that, the quantity precipitated did not sensibly increase; it looked like coarse white powder. At this time, then, the cubic foot of salt water consisted of 1,583 cubic inches of water, with 145 cubic inches of solid salt; but the salt itself did not begin to form till the density of the brine was become as 1·239, and I never found it to exceed 1·247, the mean of which is 1·243,† when, therefore, there only remained 1,287 cubic inches of water to 441 cubic inches of solid salt, or nearly 3 to 1. This has reference to *bulk;* but in regard to *weight,* in the same cubic foot of brine, weighing nearly 134¼ lbs., there was about 80 lbs. 7 oz. of water to 53 lbs. 13 oz. of salt, or nearly 3 to 2. Now, as a mercal of salt weighs about 25 lbs., a cubic foot of sea water contains 1⅞ *measures only,* while a cubic foot of saturated brine holds suspended 2 mercals 1½ measure nearly.

38. I am, therefore, led to conclude that the white powder, which is precipitated at so early a period of the process, is not the common salt, but an impurity or a foreign substance, which, having less affinity with water, quits it sooner. Hence it follows, that in the first operations, when the water is put into the new beds, before it has acquired much *density,* it is absorbed by the new floors before it can deposit the real salt, or much of it, leaving behind it only that foreign or adulterating substance which is thrown away, or distinguished as *bad salt;* and hence also arises the necessity, or the expediency at least, of keeping the brine in the third, or *karam condam,* a considerable time before it is used; and if it could always be kept there till the whole of that substance was precipitated, all the salt made would doubtless be of a superior quality.

39. The covering of the heaps seems essential, more as a protection against the sands than the rains, where the heaps are not to remain the whole monsoon; the fusing of their surface by fire appears to be unnecessary, but this expedient

* When evaporated in a leaden trough they were larger and whiter.

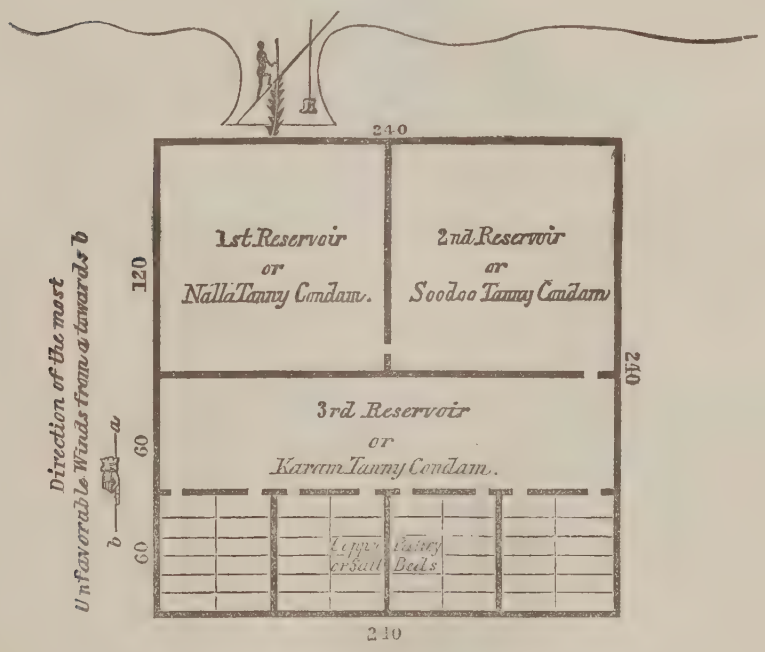
† The specific gravity of the Dead Sea is said to be 1·241

might possibly be tried with success on the floors of the beds wherever brushwood is at hand. A small thickness of salt on their surface might, when thus fused, form a good crust to prevent the mud and sand mixing with the salt, and to diminish absorption.

40. Where the winds prevail with violence, the beds should be very narrow in that direction; and if there be no brushwood or jungle to afford shelter to the pans, straw or other tatties might be used with advantage. This will produce larger crystals.

41. When salt wells are employed in the manufacture of salt, attention must be paid to the nature and strength of their waters; some are superficially affected by the rains, and may require to have their upper waters drawn off and thrown away; others, on the contrary, have their upper waters more salt than those below, which should be rejected. Again, in very shallow lakes or backwaters, not much affected by rivers or tides, it may so happen that as the heat increases those waters may become more salt than what stands in the first or second condam, in which the former should of course be substituted for the latter. These are details, however, which should occur to every expert manufacturer; but he would be greatly assisted in them by a hydrometer, even of the most simple construction.

Plan of an Ullum, or complete set of Salt Pans, comprehending one Cawny of Ground.



Enclosure No. 5.

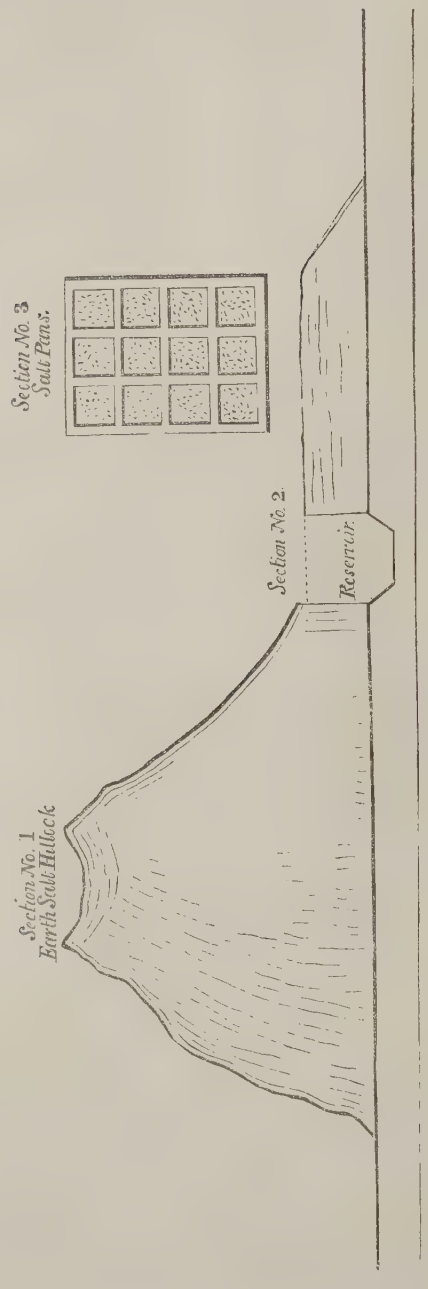
Extract from a letter from the Acting Collector of Bellary, dated 15th March, 1849.

Process of manufacture.

Paragraph 3. * * * For the manufacture of this salt, mounds of common earth are formed to a sufficient height, about 10 to 20 feet. The summit is made hollow (as per Section I in the accompanying sketch) to receive earth impregnated with salt, which is collected from the vicinity and thrown into the hollow part, and water is poured on it, which then runs through a narrow drain into a reservoir (see Section II), constructed of masonry, below in the rear of the hillock. The contents of this reservoir are then conveyed by pots, and poured into the beds of the pans (see Section III), to the depth of $1\frac{1}{2}$ inch, and left to evaporate in the sun for six days, when *earth* salt is produced. The salt is then scraped up and collected. The class of people called "Woopars" are the manufacturers of this article, and they chiefly follow this occupation.

Some of them are cultivators and tank diggers, and are of the poorest of the people. The period during which they carry on their salt operations generally, is six months in the year, viz., during the hot season, from January to June. Within this period, the article is manufactured five times a month, or thirty times in the whole season. During the remaining six months they engage themselves in other pursuits; men and cattle are both employed at the salt hills; in a few instances manual labour alone performs the work. The number employed at each salt-hill varies; one hill is worked by eight persons with four buffaloes; another by four persons with an equal number of cattle; a third by six persons and three buffaloes, and so on; some by one man and one buffaloe, while some are managed by manual labour only without the aid of cattle. The produce depends entirely on the labour bestowed.

Plan of Earth Salt Hillock and Pans.



Enclosure No 6.

To B. CUNLIFFE, ESQ., Sub-Secretary to the Board of Revenue.

Sir,

By increasing exertions I have completed the analysis of all the earth salts belonging to the first series of samples forwarded to me, and have herewith the honour to lay before the Board the results obtained. In accordance with the instructions contained in your letter of the 10th instant, I have determined quantitatively only sodium and chlorine. Moisture and insoluble matters had been already ascertained.

2. The qualitative examination most clearly proves that there is nothing deleterious in any one of the samples examined. The quantity of nitric acid present, indicates, of course, a proportionate amount of nitrates, but whether of potash or soda, or both, is too insignificant to act in any other way than as a slight stimulus to the renal organs.

I have, &c.,
J. MAYER,
Chemical Examiner.

Madras 17th June, 1854.

No. 23.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric Acid,
Iron,	Nitric Acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	6·85
Insoluble residue	4·53
Sodium and chlorine	82·78
	94·16

The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage = 5·84 (On this, a small allowance for loss in manipulation should be made.)

100·00

Chloride of sodium, calculated on 100 parts of the dried salt, =88.86.

No. 24.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	7·02
Insoluble residue	4·82
Sodium and chlorine	80·70
	92·54

The bases and acids found by qualitative examination, if estimated by difference, indicates a gross per centage, = 7·46 (On this, a small allowance for loss in manipulation should be made.)

100·00

Chloride of sodium, calculated on 100 parts of the dried salts, =86·79.

No. 25.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c..	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts :—

Moisture	7·01
Insoluble residue	4·64
Sodium and chlorine	81·24
	92·89
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage,	= 7·11
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =87·36.

No. 26.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts :—

Moisture	7·83
Insoluble residue	4·91
Sodium and chlorine	78·99
	91·73
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 8·27
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated in 100 parts of the dried salt, =85·70.

No. 29.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts :—

Moisture	7·20
Insoluble residue	5·20
Sodium and chlorine	80·60
	93·00
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 7·00
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =86·85.

No. 30.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	6·80
Insoluble residue	5·20
Sodium and chlorine	81·24
	93·24
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 6·76
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =87·16.

No. 31.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	7·20
Insoluble residue	5·06
Sodium and chlorine	80·15
	92·41
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 7·59
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =85.44.

No. 32

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	7·42
Insoluble residue	5·42
Sodium and chlorine	79·30
	92·12
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 7·88
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =85·65.

No. 33.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	7·50
Insoluble residue	5·63
Sodium and chlorine	78·92
	92·03
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 7·97
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =85·29.

No. 34.

EARTH SALT.

Qualitative examination showed the presence of

Interstitial moisture,	Sodium,
Insoluble matters, sand, &c.,	Potash,
Alumina,	Sulphuric acid,
Iron,	Nitric acid,
Lime,	Chlorine.
Magnesia,	

Quantitative determinations gave the following values for in 100 parts:—

Moisture	7·38
Insoluble residue	8·79
Sodium and chlorine	76·94
	93·01
The bases and acids found by qualitative examination, if estimated by difference, indicate a gross per centage	= 6·99
	100·00

On this, a small allowance for loss in manipulation should be made.

Chloride of sodium, calculated on 100 parts of the dried salt, =81·99.

To B. Cunliffe, Esq., Sub-Secretary to the Board of Revenue.

Sir,

I have the honour to lay before the Board, the results of analysis of two crude specimens of sulphate of iron with silicic acid, these were numbered 27 and 28 in the list of earth salts, of which I sent in the analytical report on the 17th instant; but they have been purposely struck out of this list as they do not contain more than a trace of chloride of sodium, so small as not to be appreciable by the balance. These iron salts are not likely to be of the slightest use either in medicine or the arts, as crude sulphate of iron can be procured in almost every bazaar in India, at a very small cost, whereas these salts require to be freed from silicic acid to render them available,

I have, &c.,

J. Mayer,

Chemical Examiner.

Madras, June 19, 1854.

ANALYSIS

Of two Specimens of Crude Sulphate of Iron.

The results given below have been obtained in the usual way, after having first fused each specimen with about 4 bulks of the alkaline carbonates.

	No. 27.		No. 28.	
Silica	29·60	....	31·60	
Sulphate of iron	66·12	....	66·12	
„ of lime	·767	....	1·02	
Magnesia	trace	....	trace.	
Chloride of sodium	trace	....	trace.	
	96·487		98·74	per cent.
Loss	3·513		1·26	
	100·000		100·00	

Enclosure No. 7.

To the Chief Secretary to Government.

Sir,

I am directed by the Board of Revenue to request that you will submit for the orders of the Governor in Council, the accompanying extract from their proceedings under date the 3rd instant, on the subject of the supply of salt for the Malabar district.

I have, &c.,
R. Clarke,
Secretary.

Fort St. George, May 17, 1821.

Extract from the Proceedings of the Board of Revenue under date the 3rd of May, 1821.

Read again the correspondence* with the Commissioner and the Collector in Malabar, on the subject of the supply of salt for that province.

2. In determining the mode of future supply, the Commissioner suggests the encouragement of the home manufacture to the extent of the consumption of the province, and he proposes that deficiencies may be remedied by the usual importation of salt from Bombay; the Collector, however, does not admit the propriety of encouraging the home manufacture, but prefers importations of salt of foreign manufacture for the supply of the province; this opinion is founded on the circumstance of the natives pressing their demands for foreign salt, in preference to that of home manufacture, notwithstanding the excess of price; the unfitness for the soil generally for the production of salt of a good quality; the circumstance of the salt marshes of Calicut not containing sufficient brine to yield good salt; and the circumstance of the shortness of the season rendering Malabar greatly dependant for its supplies on importations of foreign salt. He, however, is desirous, that a fair trial may be given to each mode of supply.

3. The Commissioner admits that advantage has been gained from the sale of foreign salt. He allows that the salt revenue has been improved by it, and that smuggling is checked, and, as it is less liable to wastage from carriage, it is, under existing prices, eventually cheaper than that of country manufacture.

4. He, however, argues on the other side, that the suppression of the salt manufacture in Malabar, leads to distress on the part of a numerous body of people whose subsistence depends on it, and that this distress could not possibly be remedied by compensation, as the owners alone would benefit, and not the manufacturers; he also affirms that the home manufactured salt is generally preferred, and that the avidity with which foreign salt is purchased, as stated by the Collector, is to be attributed to that of country manufacture sold at the depôts having been mixed with mud, and from its being deteriorated by long keeping in store; he is of opinion that the impurity of the salt of Malabar may be remedied, and he states, that the soil will yield salt of a much better quality than that brought to the storehouses for sale, as he has found good salt in many

* From Collector of Malabar, 30th May, in Con. 12th June, 1820.
From Collector of Malabar, 15th in Con. 26th June, 1820.
From the Commr. 31st August, in Con. 11th Sept. 1820.
From Collector of Malabar, 31st Oct., in Con. 9th Nov., 1820.
From Collector of Malabar, 18th December, 1820, in Con. 4th January, 1821.

districts of the province, and he affirms that the impurity of the Malabar salt is to be attributed in a great measure to abuse encouraged by the monopoly.

5. It is also shewn that the result of purchase and sale in foreign and home manufactured salt, is in favour of the latter. As the highest price paid by the Government for the latter is 27 rupees a garce, the highest sale price 87 rupees 8 annas, making a difference of 224 rupees 1 anna 2 pies per cent.; while the cost of foreign salt is 42 rupees per garce, and it is sold at the rate of 112 rupees, being a difference of rs. 166-10-8 per cent. only.

6. Under the circumstances advanced in favour of the supply of the province of Malabar with salt from its own produce, as well as the apparent practicability of the measure, the Board resolve to recommend its adoption, and they are of opinion that, with this view, the Collector should set all the pans which are available to work, and do every thing in his power to increase and improve the manufacture.

7. With regard to the conditions under which the Collector proposes that the manufacture of salt in Malabar should be conducted, the Board observe—First, that the restrictions, with respect to the mode of cultivation, will be proper as far as they may be calculated to improve the quality of the salt, and to prevent illicit manufacture; and where any limitation in the manufacture may be necessary the working of those pans should be suspended which have been found to yield salt of the worst quality. Secondly, the Board do not concur in the propriety of deferring the payment to the manufacturers until the salt has been sold by Government. The question on the propriety of the joint custody of the manufacturers and Sirkar servants has already been discussed, and the practice ordered to be discontinued. The Collector, under the 13th Salt Rule, will therefore pay the manufacturers so soon as the salt has been delivered into store. Thirdly, when the quantity produced shall exceed the sales the Collector proposes to reduce the manufacture of the following year proportionately. The Board concur in the propriety of this measure, and the Collector will, of course, on the same grounds, extend the manufacture of the country salt as the demand for it may increase.

8. It is apparent that, although the encouragement of the manufacture of salt in Malabar be resolved on, some time must elapse before the produce will be sufficient to meet the consumption of the province; and in the meantime it will be necessary that some certain source of supply be arranged to prevent the effects of a deficiency.

9. The Collector of Malabar states that the most eligible mode of providing what is requisite will be to enter into an arrangement with the Bombay Government for the reservation of 1,000 or 1,500 garce of salt, the produce of the Government pans in the island of Bombay, for the consumption of Malabar, and for exportation to Coimbatore, Mysore, and Coorg, and he suggests the propriety of sending it in the Botillas which arrive at the coast for timber, as the expense of freight would thereby be materially reduced, and, should this mode of conveyance not be available, he is of opinion that the requisite freight could be easily procured by advertisement, inviting tenders.

10. The Commissioner is of opinion that it would be more eligible to settle with the merchants of Bombay in the common course of trade. The Board, however, under the supposition that the payment of the salt from Bombay might be adjusted by giving the Government of Bombay credit for the quantity of salt delivered at the average price throughout the year, or at an average price for any longer period, are disposed to prefer the arrangement proposed by the Collector, as the supply would, under it, be more certain, and unexceptionable in point of price.

11. The other sources of supply are Canara, Goa, and Mocha: these however do not appear to be so certain as the proposed supply from Bombay,* and although the vast difference in price between the Goa and Mocha, and Bombay salts, might render it prudent to suspend the operation of the provisions of Regulation II, of 1818, for the importation of salt, the produce of the former places; yet the Board imagine that the reservation of salt at the Bombay pans would still be requisite to ensure a certain supply for Malabar. Should the Governor in Council be pleased to adopt the Board's suggestions as to the mode of supply adverted to, it remains to establish such rates for the sale of both foreign and home salt as best correspond with their relative qualities and the expense incurred in bringing them to market, for the Board conceive that a price fixed on this principle would afford the best means of determining, as far as the wishes of the consumers are concerned, the eligibility of the one mode of supply or the other.

	RS.	A.	P.
* Average price of Bombay salt for 5 years	38	15	$5\frac{7}{25}$
Price of Canara salt	35	5	11
Do. of Goa salt	24	2	0
Malabar salt	19	10	$7\frac{21}{25}$
Mocha	36	0	0
	39	0	0

12. This price would be best obtained by fixing the monopoly or sale-price, at the same rate of per centage, in either case, on the purchase price, or price at which either foreign or home-manufactured salt could, respectively, be brought to market.

13. The Collector proposes that the price of foreign salt be fixed at 112 rupees per garce. He states that the average purchase-price for five years is rs. 38-15-5$\frac{7}{25}$*, in which case the monopoly or sale price is about rs. 287 per cent. advance on the purchase-price; the average price which has been paid by the Government for salt, the produce of Malabar, is stated to be rs. 19-10-7$\frac{2}{25}$, and if the monopoly price be also fixed at the same rate, viz. rs. 287 per cent. in advance, it will amount to rs. 56-6-10.

14. Mr. Græme proposed that the price of Malabar salt should be fixed at 50 per cent.† less than that of the foreign salt; consequently if the foreign salt be sold at 112 rupees per garce, the price of the salt produced at Malabar would amount to rs. 56 per garce, which is nearly equal to the price which the Board have deduced on the principle of fixing the monopoly price for both country and foreign salt at equal per centages on the price at which either could be brought to market. The monopoly price of Canara or Cundapoor salt would, on the above principle, be rs. 101-8-2 per garce, as the purchase-price amounts to rs. 35-5-11.

15. In carrying into effect the manufacture of the salt at Malabar, the Commissioner is of opinion that agreements should be procured from the proprietors, to deliver in a certain quantity of salt as the condition of being allowed to manufacture, and that, if possible, the manufacture itself be rented; sufficient information has not been obtained to enable the Board to consider the propriety of renting the manufacture, they would therefore propose that a settlement be made individually with the owners of the pans; and with a view to improve the quality of salt manufactured, they are of opinion that a higher price should be paid for that of a superior quality.

16. With a view of raising the salt manufacture to the greatest perfection attainable, the Board have given their attention to the modes of manufacture carried on throughout the coast districts, and they have circulated, under date the 15th of March, extracts of letters from the Collectors, under whose superintendence the manufacture is found to be most successful.

17. In reply the Collector of Malabar has represented his intention of availing himself of the means which the Board have suggested,‡ as best suited to improve the salt of his district during the approaching season.

18. The Commissioner suggests farming the exclusive sale of salt in Malabar. This would free the Government from the trouble and abuse resulting from the management of the salt monopoly. They do not however consider that this measure is at present expedient, and would prefer first ascertaining the extent of the consumption of the province under an extensive supply, limited only by the monopoly price.

19. It has been suggested by the Commissioner that, in cases where suppression of the manufacture is necessary, buying up the privilege of manufacture would be preferable to the grant of annual compensation. The Board admit that this arrangement would be advisable, provided the extent of the consumption of salt, the produce of the province, were well ascertained; but as they have reason to suppose superiority in the quality of the salt of Malabar, would subsequently create a demand for it, in preference to foreign salt, it will be impossible yet to calculate the extent of the demand, and consequently the extent of salt pans required; and the payment of a premium for the suppression of a manufacture which might hereafter be necessary, would subject the Government to unnecessary loss. They recommend therefore that the usual grants of compensation may be still continued.

20. The Board propose that the manufacture of salt in Malabar shall be gradually increased to such an extent as will meet the demands of the province, but, until the produce of the province be equal to the demand, they would recommend that a sufficient quantity be exported from Bombay to cover deficiencies, and that to ensure a constant supply, the Bombay Government be requested to reserve 100 or 150 rash§ of salt for exportation to Malabar, from the quantity produced at the Government pans in the island of Bombay.

21. Resolved, that, should the Government think proper to authorize the adoption of the measures proposed, the Board will lose no time in issuing the necessary instructions to the Collector of Malabar.

(A true Extract.)

R. Clarke, *Secretary.*

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* Statement B, and the 5th paragraph of the Collector's letter of the 31st October, in Con. 9th November, 1820.

† Paragraph 4, Commissioner's letter, 31st August in Con. 11th September, 1820.

‡ From Mr. Vaughan, 5th in Con. 16th April, 1821.

§ Equal to 1,000 or 1,500 Garces.

To the President and Members of the Board of Revenue.

Gentlemen, *Fort St. George, August* 24, 1821.

Paragraph 1. I am directed to acknowledge the receipt of your Secretary's letter of the 17th of May, with its enclosures, relative to the future supply of salt for Malabar, and to communicate to you the view taken by the Governor in Council of the various points therein discussed.

2. The first point for determination is, whether the future supply shall be provided by means of salt manufactured in Malabar, or by means of salt imported from other quarters. Against the system of home supply it has been urged, that the natives prefer foreign salt notwithstanding the higher price they pay for it; that the soil of Malabar is unfavourable for producing salt; that the season for manufacturing it is very short; that it is easier to prevent smuggling in the importation than in the manufacture of salt; and that there is less wastage in the carriage of foreign, than of home, salt. On the other hand, it has been stated that the preference given to foreign salt arises from the impurity of home salt, which might be remedied by an improved manufacture; and that the suppression of the manufacture is the cause of much hardship to the manufacturers, which the compensation allowed to the owners does not alleviate.

3. The Governor in Council is of opinion that it would be an object of importance to supply Malabar entirely with home salt, if by an improved manufacture the people should come to prefer it to foreign salt, and if the risk of smuggling could be adequately guarded against. The practicability, however, of fulfilling these conditions can only be ascertained by experiment. The proper way of making the experiment would be to renew the manufacture of salt at those pans at which the best salt admits of being manufactured, and which afford the least facilities to smuggling. There the measures, which the Governor in Council observes with satisfaction have been taken elsewhere under your directions, should be introduced for improving the quality of the salt. If they succeed, and if smuggling be checked, the experiment may be gradually extended. On the contrary, if they fail, the evil of turning the attention of a numerous body of labourers to the manufacture of salt, from which it has for many years been diverted, and also the risk of a great increase of smuggling, will be avoided. It must be left to the Collector's discretion to determine at what, and at what number of pans, the manufacture should be renewed with the view above stated; and the instructions to him should be to give the scheme a full and fair trial, and to report its result.

4. It is stated in your proceedings, that the result of the purchase and sale of foreign and home salt has been in favour of the latter, because its sale price bears a higher per centage to its cost than that of the foreign salt. It appears, however, to the Governor in Council that the result has been favourable according to the profit realized, and not according to the proportion betwixt the cost and sale price. The per centage of the sale price of the home salt upon its cost is stated to have been 224 rupees, while that of the foreign salt was only 166 rupees; but the profit realized on the former was only rupees 60-0-8, while that on the latter was 70 rupees.

5. Under your view of the foregoing point, you have recommended that the future sale price of home and foreign salt should be fixed at the same per centage on their respective cost, in order to determine the eligibility of either mode of supply. By that rule the profit is required to be large in proportion as the article is dear, and small in proportion as it is cheap; whereas the reasonable rule seems to be that an equal profit only should be realized, notwithstanding the high price of the article. By the rule last proposed, if the price of home salt were fixed at 70 rupees, the same rate as in other districts, it would yield a profit of 50 rupees, which added to the cost of foreign salt, would fix its sale price at about 90 rupees. To fix the price of home salt at 56 rupees, as proposed by you, and that of foreign salt at 112 rupees, would in reality be to grant a large premium for the consumption of home salt in preference to foreign.

6. The price of Goa salt being only rupees 24-2, while that of Bombay salt is rupees 38-15, it is desirable that the supply required should be imported from the former place; and, with a view eventually to that mode of supply, you have suggested that it might be prudent to suspend the operation of Regulation II of 1818. On the occasion of a former reference, it was observed by the Governor in Council that that regulation was meant to protect the salt monopoly, and could not operate to interfere with it. The duty which it imposes to prevent the importation of salt in the way of trade would be nugatory if levied on salt imported for the monopoly, as Government would both pay it and receive it. Besides, as the regulation defines *foreign salt* to be salt manufactured out of the Madras territories, if it had any operation in the

case at all, it would apply equally to salt imported from Bombay, and from Goa and Mocha.

7. The Bombay Government will be requested to attend to any communication which they may receive from the Collector of Malabar, respecting the provision and conveyance of Bombay salt for the supply of that province; and that officer is authorized to make the best arrangements in that respect which may be in his power.

8. The Governor in Council concurs in your remarks with respect to the several proposals for farming the manufacture and the exclusive sale of salt, and for buying up the privilege of manufacture, rather than granting an annual compensation for it in those cases in which it is not allowed to be exercised.

I have, &c.,

D. HILL, *Secretary to Government.*

To the President and Members of the Board of Revenue, Fort St. George.

Gentlemen,

Paragraph 1st. In my letter of the 13th of January last, I reported to your Board the result of a sale, by auction, of 34 garce of country salt at a period when there was no other of the description in the depôts, and which sale I kept open for some days in consequence of only 37 rupees having been bid, although subsequently it rose to 50 rupees per garce.

2nd. Having a small quantity of illicit salt which had been seized, I tried the experiment some months afterwards in a different part of the province, when again no more than 50 rupees were offered; but had there been a large stock in hand, it is obvious that a much smaller sum would have been bid.

3rd. With reference, therefore, to the instructions conveyed to me under date the 29th of March last, and to the time for the manufacture approaching, I wish to be honoured with your Board's pleasure as to the propriety of allowing any to be manufactured this year, and to what extent.

4th. This subject has been so often, and so fully, discussed, that I hold it superfluous to add anything more to it, except to record it as my firm opinion, that as long as foreign salt is sold *ad libitum* to those who prefer it, not one grain of country salt will be disposed of, whilst the former is sold at 70 rupees, and the latter at a lower rate, proportioned only by the difference of the purchase price of each respectively, more especially as when foreign salt was sold at 112 rupees and country at rupees 70, little or none of the latter was voluntarily purchased.

I have, &c.,

J. VAUGHAN, *Principal Collector.*

Principal Collector's Office, Calicut, August 23, 1824.

To the Principal Collector at Malabar.

Sir,

Paragraph 1. I am directed by the Board of Revenue to acknowledge the receipt of your letter of the 23rd ultimo,* representing the preference still shewn by the people to foreign salt, and requesting orders as to whether you are to carry on the manufacture of country salt during the current fusly.

2. You will observe, on reference to the correspondence which has passed on this subject, that the expediency of persevering in the manufacture of country salt in Malabar was considered by both the Board and the Government to depend mainly on the possibility of improving the quality of that article to such an extent as to place it more nearly on a par with that imported from other places. On this point you offer no information. Before replying to your letter, therefore, the Board are desirous of learning how far your endeavours to this end have succeeded, and whether you consider the object in question to be ultimately attainable.

3. You must be aware how desirable it is that the manufacture of country salt should still be carried on, as giving employment to a number of individuals who would otherwise, for a certain period at least, be cut off from the means of gaining a subsistence; and in this point of view you will see the necessity, even if it should eventually be found necessary to discontinue the manufacture, that it should be done very gradually.

I have, &c.,

J. DENT, *Secretary.*

Fort St. George, September 23, 1824.

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* In Con. 30th August, 1824.

To the President and Members of the Board of Revenue, Fort St. George.

Gentlemen,

Paragraph 1. I have the honour to acknowledge the receipt of your Board's letter of the 23rd instant, relative to the manufacture of salt in this province, which, in the opinion of Government and the Board, should depend mainly on the possibility of improving the quality of that article; but in the event of this not proving feasible, that it should eventually, if found necessary to discontinue it, be done away gradually.

2. In explanation of the first, I have no hesitation in stating, that from the want of a sufficiency of brine, and from various other circumstances connected with the manufacture of this article, the pans and climate of this province do not contain the requisites essential for making salt of a description so much better than has hitherto been made, as to bear a competition with foreign salt, although the former be sold for less than half the price of the latter, provided the purchasers are allowed the option.

3. With respect to the gradual discontinuance of it, it has so chanced that, from the increased difficulty of disposing of what has been manufactured from year to year for some time past, the quantity manufactured has been decreased in the same ratio so as almost to have died a kind of natural death, and the applications for permission to manufacture have latterly declined in the same proportion; those which have been made appearing to be merely for the sake of keeping the subject alive.

I have, &c.,

J. Vaughan, *Principal Collector.*

Salt Gollah, Oormaneoor, September 29, 1824.

Revenue Department.

To the Principal Collector of Malabar.

Sir,

Paragraph 1. I am directed by the Board of Revenue to acknowledge the receipt of your letter of the 29th ultimo.*

2. Under the circumstances stated by you the Board leave it to your discretion to determine whether any, and what, quantity of salt shall be manufactured during the present year. You are aware of the feelings of the Government in regard to the persons who have heretofore derived a subsistence by the manufacture, and the Board feel assured that they will have due weight in the determination you may eventually form on the subject.

I have, &c.,

J. Dent, *Secretary.*

Fort St. George, October 11, 1824.

To T. Pycroft, Esq., Secretary to the Board of Revenue, Fort St. George.

Sir, *Calicut, October* 9, 1845.

Paragraph 1. I have the honour to acknowledge the receipt of the extract from the Proceedings of the Board, dated the 18th ultimo, in which I am desired to submit a report on the practicability of supplying Malabar with salt, in future, either from the neighbouring province of Canara, or from some other district, as suggested by Government.

2. A reference to the correspondence which is to be found in my office from 1819 to 1826, shows that the subject of the supply of salt for the district of Malabar, (which it has been amply proved cannot supply itself,) has, as remarked by Government, frequently been on the tapis. The question seems always to have been treated on the points of cheapness, goodness, and certainty of supply. The Eastern coast ports, Goa, Canara, and Bombay were indiscriminately applied to, and the preference which was finally given to the last arose

* In Con. 11th October, 1824.

from the simple reason that she could give a better, more certain, and cheaper article than any of her rivals. And the same reason I would beg to remark still holds good. An examination of the rates at which salt has been procured for the last ten years shows that, however high incidental circumstances may have raised the price at times, it has been obtained, on an average, at 25 rupees per garce of 120 Indian maunds. Now Mr. Blair,* in answer to a late inquiry, informs me that he cannot assure me salt from Canara at a less price than 27 rupees, and this, with landing and measuring, charges which are always defrayed by the Bombay merchant, would raise the garce to 30 rupees, and that for an article very inferior to what we get from Bombay for 25 rs. So inferior indeed is the Canara, and I may add the Goa, salt, to that of Bombay, that it is extremely difficult to get rid of the one, when the other is in store. This I experienced last year, when, in consequence of an expected failure in my supply from Bombay, as detailed in my letter to the Board of the 7th of November last, I had recourse to both Goa and Canara for aid. The Bombay pans produce a much stronger description of salt than those of the countries to its southward, where the climate is, I imagine, too moist for the manufacture, and all the traders much prefer it, as being less liable to injury and waste in carriage. The salt made on the Eastern coast is equally good with that of Bombay, but its price is far higher. I applied last year to the Collector of Tinnevelly to know if he could send me a supply, and was informed that he could not do so under 36 rupees per garce ;—with landing-charges, &c., this would be 39 rupees.

3. Under all these circumstances I beg to recommend that no alteration take place in the present arrangement—which, in addition to furnishing a good article at a reasonable price, has the additional advantage of assisting, by its transport, the gainful general trade which Malabar carries on with Bombay. The boats which come down to carry away our superfluous produce would suffer from losing a freight which serves at the same time as ballast.

I have, &c.,

H. V. Conolly, *Collector.*

Enclosure No. 8.

Extract from a letter from the Collector of Canara, dated 6th June, 1854.

* * * * * *

2. With reference to paragraph 2, of the Board's letter, I beg to state, that up to the year 1838, whenever it was necessary to purchase salt to aid the supply of this district, it was usual to obtain the additional supply from Goa. In the year above mentioned, the supply from Goa failed, and the contractor was allowed to bring 120 garce from Bombay. This was readily purchased by the dealers, and is now so much preferred by the dealers in the south of the district, to Canara salt, for transport inland, that the demand has increased, and the extended trade with the interior has been supplied in great part from Bombay,† instead of by an increase of our manufacture to the full extent of the increased consumption.

3. There would be difficulty in increasing the home manufacture to the full extent of the increase in the trade, but the Bombay salt is so much preferred, that, if it were not supplied to the trade at Buntwal, the change would merely drive the traders to Malabar, where no other salt is sold. If, therefore, the present monopoly system is to be continued, I think it desirable that the Buntwal depôt should still be supplied with that salt which the people prefer.

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F. N. Maltby, *Collector.*

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* Mr. Blair adds that he can only give me a small quantity for the present season, inasmuch as his manufacture has fallen short from natural causes. These, I apprehend, can never be fully guarded against in a country like Canara, and there is no warrant therefore for a certainty of supply from that quarter.

† To the extent of 1,200 garce last year.

Enclosure No. 9.

STATEMENT exhibiting the quantity of Salt manufactured and sold at the several Cotaurs in the Maritime Districts of the Presidency of Madras for Fusly 1262.

District.	No.	Names of Cotaurs.	Quantity Manufactured.	Quantity Sold.
			I. Mds.	I. Mds.
Ganjam.	1	Ganjam	1,36,222	65,919
	2	Munsoorcotah	16,539	5,426
	3	Nowpadah	2,34,876	2,63,221
	4	Wommervelly	1,35,319	41,997
		Total	5,22,955	3,76,564
Vizagapatam.	1	Currasah	1,11,721	41,963
	2	Nellimookoo	1,28,214	58,595
	3	Conada	12,059	30,802
	4	Cooppilly	1,00,733	45,926
		Total	3,52,727	1,77,285
Rajahmundry.	1	Goorzanapully	29,757	28,338
	2	Salapauka	22,295	52,641
	3	Chollungy	11,810	11,104
	4	Pennoogoodooroo	79,815	68,424
	5	Vaymoolavauda	823	15,973
	6	Curpa	1	3,699
	7	Pauturlagudda	1,801	1,756
	8	Pasala Deevy	32,699	47,154
	9	Auramokaum	26,043	25,548
	10	Uvvul	13,690	13,296
		Total	2,18,733	2,67,932
Masulipatam.	1	Pondraca	5,37,347	1,04,742
	2	Innoogoodooroo	96,641	37,539
	3	Quantity of salt purchased	690	690
		Total	6,34,677	1,42,971
Guntoor.	1	Chinna Ganjam	2,48,400	4,25,256
	2	Pedda Ganjam	1,64,400	1,50,652
	3	Nizampatam	63,600	7,741
	4	Parlie	22,800	18,439
		Total	5,03,652	6,01,035
Chingleput.	1	Soonnaumbutt	31,209	36,791
	2	Cheyoore	1,05,209	81,897
	3	Pyennoore, &c.	52,518	26,327
	4	Covelong	65,546	71,654
	5	Vadasummunjay	29,199	77,720
	6	Vulloore, &c.	78,104	78,104
	7	Soonnapoogoontah	14,247	14,463
	8	Poongolum	23,160	31,437
		Total	3,99,191	4,18,391
		Carried forward ..	26,31,935	19,84,178

District.	No.	Names of Cotaurs.	Quantity Manufactured.	Quantity Sold.
			I. Mds.	I. Mds.
		Brought forward ..	26,31,935	19,84,178
Madura.	1	Taracoody	12,006	23,508
	2	Mookyoor	25,305	53,484
	3	Moodoo Ragoonadapatam	25,200	26,277
	4	Vaulenokum	27,651	16,623
	5	Morekolum	12,042	15,252
	6	Autungerray	18,000	20,667
	7	Vyravauthapatam	21,605	26,900
	8	Ooppoor	20,424	27,995
	9	Ogundaucoody	38,408	30,659
	10	Manacoody	58,808	55,580
	11	Sholeacoody	33,651	28,055
	12	Vuttanum	21,615	31,284
	13	Coleyanagerry	9,668	13,127
	14	Theethundadanum	13,206	19,895
		Total	3,37,587	3,89,303
Nellore.	1	Canoopurty	64,800	20,817
	2	Davarumpaudoo	40,800	9,903
	3	Pauderty	63,600	54,225
	4	Alloor	49,200	32,480
	5	Paukala Cottaur	48,000	38,606
	6	Bungenepully	24,000	35,856
	7	Toommalapenta	9,600	9,638
	8	Joovuldinna	6,000	6,971
	9	Eskapully	26,400	48,113
	10	Gowgoolapully	38,400	71,513
	11	Varinee	19,200	17,345
	12	Gungapatam	7,262	17,713
	13	Kristnapatam	32,400	48,337
	14	Cottapatam	2,400	3,426
	15	Toopily	6,000	8,112
	16	Doogarauzepatam	9,600	8,174
	17	Mullain Cotaur	15,600	17,520
	18	Valoocaudoo	10,810	8,352
	19	Toda	38,400	65,531
	20	Poody	9,600	9,435
	21	Ramapoorum	3,600	5,938
		Total	5,25,672	5,38,004
South Arcot. Murkanum.	1	Merkanum	1,72,930	1,48,292
	2	Cundauda	13,414	12,926
	3	Nadoocooppum	247	239
	4	Tincanoore	31	29
	5	Woorany	3,485	3,393
	6	Anoomunday	781	753
	7	Teyagavully	23,268	25,222
	8	Killay	6,809	7,825
	9	Naccaravundungoody	7,554	10,384
	10	Thellavadungoody	3,886	3,329
		Quantity of salt supplied to the French Government at Pondicherry	..	5,052
		Total	2,32,404	2,17,444
		Deduct, wastage occasioned on salt supplied to the French Government at Pondicherry ..	..	4,081
		Remainder ..	2,32,404	2,13,363
	1	Goondalum	16,768	13,666
	2	Patchiancopong	2,156	3,390
	3	Cudecaudoo	2,471	5,327
		Total	21,394	22,383
		Carried forward ..	37,48,992	31,47,231

District.	No.	Names of Cotaurs.	Quantity Manufactured.	Quantity Sold.
			I. Mds.	I. Mds.
South Arcot—continued.	Cuddalore.	Brought forward..	37,48,992	31,47,231
		Quantity of salt supplied to the French Government at Pondicherry	..	2,325
		Total	21,394	24,708
		Deduct wastage occasioned on salt supplied to the French Government at Pondicherry ..	..	248
		Remainder ..	21,394	24,460
		Total of the two Divisions	2,53,798	2,34,775
		Quantity of salt supplied to the French Government at Pondicherry	..	7,377
		Total	2,53,798	2,42,152
		Deduct wastage occasioned on salt supplied to the French Government at Pondicherry ..	..	4,329
		Remainder ..	2,53,798	2,37,823
		Quantity of salt imported from the Cotaur Nadoovausil, in the district of Tanjore ..	6,000	1,799
		Total	2,59,798	2,39,622
Tanjore.	1	Arsanagherry	36,994	43,430
	2	Auyepatam	19,188	19,711
	3	Sendalay	8,739	9,794
	4	Corookin	5,094	5,103
	5	Sembay	7,195	7,187
	6	Culmavady	27,383	27,623
	7	Sembagamaghadany	7,832	7,869
	8	Adrampatah	39,088	51,720
	9	Taumerencottah	31,245	32,439
	10	Tumbekenullevencotah..	37,202	57,572
	11	Magelencottah	28,297	24,270
	12	Tempaudy	11,288	15,914
	13	Vadapaudy	29,900	25,082
	14	Keeliwoor	4,625	5,825
	15	Kadacaud, Parootottum, and Soligaamum ..	11,663	20,044
	16	Tunnaumpatam	9,839	14,639
	17	Keelicurray	8,175	6,000
	18	Valadalagoody	4,718	2,258
	19	Poottoor, Ackarapottoor, Andanumpett, and Paupa Covil	88,240	85,494
	20	Covilput	5,569	4,065
	21	Vadaranniem	44,172	23,585
	22	Chendrapaudoo	6,719	10,190
		Total	4,73,163	4,99,810
Tinnevelly.	1	Vypaur	55,766	49,851
	2	Munjuncolum	50,128	42,985
	3	Arasady	39,887	35,233
	4	Tutacorin	52,319	74,580
	5	Palia Coil	29,964	34,901
	6	Coilpatam	23,391	69,585
	7	Coolasagrapatam	19,868	27,309
	8	Viziapathy, &c.	9,536	21,972
		Total	2,80,859	3,56,415
		Carried forward ..	45,09,014	40,07,332

District.	No.	Names of Cotaurs.	Quantity Manufactured.	Quantity Sold.
		Cundapore.	I. Mds.	I. Mds.
		Brought forward ..	45,09,014	40,07,332
	1	Hanegally	29,112	..
	2	Vaderhobly	28,158	..
	3	Harnaud	36,252	..
	4	Byndoor	19,246	..
		Total	1,12,768	..
		Honore.		
Canara.	5	Coomta	49,027	..
	6	Shirvully Bulkul	70,502	..
	7	Byloor	11,441	..
		Total	1,30,971	..
		Ankola.		
	8	Naggurbyle	1,87,714	..
			4,31,454	..
		Salt purchased	1,20,723	..
		Total	5,52,177	4,60,278
	1	Cannanore	51,077	49,965
	2	Tellicherry	51,152	52,400
	3	Calicut	83,514	48,324
	4	Ponany	1,14,625	60,724
	5	Chowghaut	1,788	3,622
	6	Cochin	..	1,654
	7	Ariacode	..	9,838
	8	Ottapollem	386	49,215
	9	Palghaut	..	7,736
	10	Allatoor	..	10,572
		Sales of smuggled salt	..	68
Malabar.		Total	3,02,544	3,33,119
		Attiput	2,15,775	..
		Ennore	1,00,415	..
		Cuttivauk	10,452	..
		Total	3,26,642	
		The sales at the town of Madras include the salt made at the above pans, and also salt received from Chingleput .. 1,11,027		
		Do. Nellore 7,800	..	4,63,554
		Sales of incomplete heaps, and of portions of full heaps	..	22,496
Madras.		Grand Total ..	56,90,377	52,86,779

P.S.—The pans of Vulloor and Voyaloor have been lately transferred from Chingleput to Madras. Some new pans have been opened at Poortiwakum (Madras), and those of Cuttiwauk discontinued. It is supposed that the Madras pans will now yield upwards of 9,000 garce, or 10,80,000 maunds per annum.

W. H. Bayley, *Secretary.*

Enclosure No. 10.

Extract from the Proceedings of the Board of Revenue, dated the 8th of March, 1852.

Read Extract Minutes of Consultation dated the 16th of January, 1852.*

Paragraph 1. The Government, in the above Extract Minutes of Consultation, desire the Board of Revenue to "report upon the subjects referred to in paragraphs 1 and 2," of a letter from the Secretary to Government at Bombay, to the Madras Government, dated the 8th of December, 1851.

2. The two paragraphs of this letter, refer to a printed correspondence with Lieut. DeLisle, of the Engineers, relative (I) to the introduction of some mode of weighing or measuring salt, and (II) of introducing an uniform mode of computing the equivalent of the Indian maund. The Bombay Government being in favour of superseding *weighing* by the introduction of uniform *measures* of the description proposed by Lieut. DeLisle.

3. There is also a reference made in Mr. Secretary Goldsmid's letter to the allowance for *wastage*, but which, having been noticed in the Board's letter to the Chief Secretary, 5th of February, 1852, the subject does not require further notice in these proceedings.

4. As to the general question of weighing or measuring salt, the Board have always advocated the latter process, and will take this occasion to notice in brief all the correspondence that has taken place on the subject.

5. When Act VI, of 1844, became law, and the price of salt in this Presidency was fixed,† at so much per *Indian maund*, the Board of Revenue assumed that a garce‡ of salt was equivalent to 120 Indian maunds, this having been the usual rate of conversion for years previous.

6. The Government of Madras having called on the Board§ for some explanation on this point, they observed,‖ that previous to the year 1828 it was always usual to *measure* salt, and that the assumed rate was 120 Bengal maunds to 1 garce, but how this rate came to be first established has never been ascertained. In 1828¶ *weighing* was introduced, and the Collectors were ordered to consider 9,256$\frac{1}{2}$ lbs. avoirdupois = 1 garce.**

7. It having, however, been pointed out by the Bengal Government, that the Madras authorities referred to the bazaar maund of 82$\frac{2}{7}$ lbs. avoirdupois (now called the Indian maund), whereas the *salt* maund was 84 lbs. 3 oz., the rate of conversion was changed into 84 lbs. 3 oz., × 120 = 10,102$\frac{1}{2}$ lbs. per garce, but subsequently, the *salt* maund being abolished, the rate reverted to 120 Indian maunds, or 82$\frac{2}{7}$ × 120 = 9,874$\frac{2}{7}$ lbs. per garce.

8. The Board further observed, that from experiments tried†† at Madras, Chingleput, Nellore, Rajahmundry, and Vizagapatam, a garce of *new* salt weighed from 10,006$\frac{1}{2}$ lbs. at Madras, to 7,554 at Vizagapatam, but that the average of all was 9,291 lbs. Of *old* salt, the garce varied from 11,066 to to 8,980 lbs. per garce, but on an average 9,944 lbs.—or, average *new* 9,291 lbs. average *old* 9,944 lbs. Under these conflicting circumstances, the Board considered it better to keep to the 120 maunds (= 9,874$\frac{2}{7}$ lbs.) as the equivalent of a garce.

9. A reference was in the mean time made by the Madras Government‡‡ to Bombay on the subject, and on the 30th of September, 1845, that Government forwarded two letters, one from the Revenue Commissioner and one from the Collector of Customs. The former stated that the practice of *measuring* was

* In Con. 8th March, 1852.

† Sec. XLIII. The price fixed was 1$\frac{1}{2}$ rs. per Indian maund: but since reduced to 1 rupee.

‡ 400 mercals of 828$\frac{4}{9}$ cubic inches, or 3,31,333$\frac{1}{3}$ cubic inches.

§ From Government, 1st August, in Con. 12th September, 1844.

‖ Proceedings Board of Revenue, 19th September, 1844.

¶ From Government, 17th in Con. 23rd June, 1828.

** This weight was no doubt assumed quite arbitrarily, in consequence of its being stated in every almanac since 1800, that 9,256$\frac{1}{2}$ lbs. = 1 garce. No almanac, however, mentions what grain or other material the weight of 9,256$\frac{1}{2}$ lbs. refers to, but it is supposed to be rice, which certainly weighs less than salt, and moreover the garce was then (*i. e.* in 1800) 400 mercals, of 750 cubic inches each, not 828$\frac{4}{9}$, as in the *salt* mercal subsequently adopted.

†† There is no record of the details of these experiments.

‡‡ Vide from Government, 21st February, in Con. 14th May, 1846.

used for export by sea, and *weighing* for inland sales, and he recommended no alteration. The latter officer was in favour of measuring altogether, as saving time.

10. The Government of India had also been referred to, to ascertain, whether "a measure of capacity" might not be substituted in the maritime provinces of Madras calculated to hold 1 Indian maund of dry salt, reserving to the merchants the right of adjusting their purchases by actual weight, if they desired it.

11. Under date the 24th of January, 1846,* the Government of India transmitted reports from several of their salt officers, all urging sales by *weight*, and these were forwarded to the Board of Revenue. Some of these reports contain references to experiments made; but different kinds of maunds seem to have been used, and the processes were not so distinctly explained, as to be a guide in coming to any definite conclusion. The Board of Revenue therefore again† reported to Government, that they still adhered to their former opinion in favour of *measuring*. They considered this to be by far the most expeditious mode, and therefore advantageous, both in the processes of selling and of examining store, whilst the facilities for fraud were no greater than in weighing. Atmospheric changes might sometimes cause the same measure to weigh differently, but the difference, they considered, would be too slight to affect the general results, and they recommended that "a measure of capacity to hold 1 Indian maund" should be used, in supersession of the mercal, $3\frac{1}{3}$ of which‡ were assumed to be equivalent to 1 Indian maund. In consequence of this, the Government of India§ authorized "the substitution of a measure of capacity to be used in the maritime provinces of the Madras Presidency, in conducting the sales of salt, instead of the Indian maund of 3,200 tolas weight."

12. The Board of Revenue being instructed to prepare measures, accordingly placed themselves in communications with the Acting Mint Master, Captain Buckle.

13. The three letters from Captain Buckle to the Board of Revenue,‖ shew clearly the processes by which he arrived at the construction of a measure, which should contain a certain multiple of a maund of loose salt.

14. It was necessary for him to make a series of experiments to ascertain what was the specific gravity of loose salt; for he had at first *calculated* the size of his measures from a specific gravity of 2·125¶ (water being 1·0) which he soon found applied to solid or rock salt, whereas loose salt varied about 0·8.

15. In his first letter he considered "50 lbs. too heavy for native use," and therefore in his subsequent correspondence never proposed a measure to hold a full maund, as Lieut. DeLisle does, but made patterns of vessels to hold respectively (as tried by actual weighing), $\frac{1}{2}$, $\frac{1}{3}$, and $\frac{1}{4}$ maunds of "loose dry salt." The Board preferred the $\frac{1}{4}$ maund as most resembling the mercal so long in use, but desired one of 8 inches diameter, instead of 10, as proposed by Captain Buckle. This was because the common mercal was about that diameter, and because the narrower the diameter the less difference would be made by fraudulently *heaping* the measure.

16. The Board** sent wide and narrow $\frac{1}{2}$ maund measures, and wide and narrow $\frac{1}{4}$ maund measures to the Collectors of Madras, Chingleput, and Nellore, directing them, to make trials with them and report their opinion. The dates of their replies are noted below,†† they contain some account of the experiments made, and show that the Collectors prefer the narrow $\frac{1}{4}$ maund measure.

17. The Board also caused a series of experiments to be made in their own office with the long $\frac{1}{4}$ maund measure, and submitted the results, with those of the three Collectors, to Government, on the 20th of January, 1848.

18. They observed that all the experiments showed great fluctuations, that salt purposely dried would give the purchaser about $5\frac{1}{4}$ per cent. less than he ought to receive, (though it could seldom be so dry in the cotaurs,) and that salt, if even slightly shaken, gives about $1\frac{1}{2}$ per cent. more to the purchaser than he would have, if it were only *lightly poured* in the manner presumed, when the pattern measures were made.

* From Government, 21st February, in Con. 14th May, 1846.
† 14th May, 1846.
‡ 400 mercals = 1 garce = 120 maunds.
$3\frac{1}{3}$ mercals = 1 maund.
10 mercals = 3 maunds.
§ 4th July, 1846.
‖ 23rd October, 1846, in Con. 7th January, 1847.
5th December, 1846, in Con. 7th January, 1847.
24th in Dy. Con. 26th April, 1847.
¶ As given in works on Chemistry.
** 13th May, 1847.
†† From Madras, 6th in Con. 23rd August, 1847.
From Chingleput, 8th September, in Con. 11th October, 1847.
From Nellore, 2d in Con. 11th October, 1847.

19. On the whole they were disposed to continue the old *mercal*, which was estimated to contain 12 seers of 80 tolas each, or 960 tolas* weight of salt, being $\frac{3}{10}$ths of a maund; so that a purchaser of 10 mercals would receive what would be equivalent to 3 maunds, or 40 mercals = 12 maunds, the minimum quantity then allowed to be sold in the salt manufacturing districts.†

20. The measuring of salt by the *mercal* was accordingly authorized by Government, on the 7th of February, 1848.‡

21. On the Board's requisition that mercals might be made up at the arsenal a discussion arose with the military board,§ who objected to the pattern sent by the Board of Revenue, as being considerably *larger than the standard* mercal authorized by Government in the Proclamation dated the 16th of October, 1846, and published in the Gazette of the 20th.

22. The Board explained that the *salt* mercal was prepared by Major DeHavilland,‖ then Inspector-General of Civil Estimates, and distributed to the several salt districts in 1820,¶ and that they had ever since been in use for measuring salt. The salt, or DeHavilland, mercal being a cylinder of 8 inches diameter, by 16·4791 in depth, or a capacity of 828$\frac{1}{3}$rd cubic inches—the regulation mercal, of 1846, being 800 cubic inches; so that the *salt* mercal is 3$\frac{1}{2}$ per cent. in excess of the regulation.

23. The Board** brought this discussion to the notice of Government, and pointed out that, since the passing of Act VI, of 1844, the garce of 400 *DeHavilland* mercals has been considered equal to 120 Indian maunds, and sold for 120 rs.; and that if the capacity of the mercal be reduced, it would be necessary to make a corresponding alteration in the price per garce.

24. The Government, on the 8th of January, 1850,†† authorized the use of the DeHavilland mercal of 828$\frac{1}{3}$ cubic inches for sales of salt, so that now that article is sold in the Madras maritime districts at a computation of 331,333$\frac{1}{3}$ cubic inches to 120 Indian maunds, or 2761·1‡‡ cubic inches to 1 maund.

25. With reference to the first point now proposed for the consideration of the Board, viz., the relative advantages of weighing and measuring, they are of the same opinion with their predecessors, as to the preference to be given, generally, to measuring in lieu of weighing. The plans of weighing, adverted to by Lieut. DeLisle, are ingenious; but machines of this kind are easily put out of order when exposed to the action of salt, sea-air, and the manipulation of natives, and the Board consider there would be as little error, and an equal amount of expedition if the salt were measured.§§ These observations refer to weighing salt in *general* with the instruments now available, but as regards the port of Bombay, where the transactions are on a peculiarly extensive scale, and under the immediate superintendence of European officers, the case may be different, though much must depend on the expense and simplicity of the weighing apparatus employed, a point, it would appear, by no means yet settled. The Board feel that it is hardly within their province to decide on the merits of weighing machines: they coincide with Lieut. DeLisle's views on "weigh-bridges" (paragraphs 23 and 24 of his letter of the 16th of July, 1851), but are disposed to think that platform balance, working with a steel-yard, would be free from many of the objections that exist against weigh-bridges, and against the scale-beams of paragraph 18. The advantage of the steel-yard would be, that it could be adjusted at any time by trial with a standard weight of 82$\frac{2}{7}$ lbs. kept in deposit at the depôt.

26. The Board will now proceed to notice the other point required of them; viz., an uniform mode of computing the equivalent of the Indian maund, observing, in the first place, that they have adopted a rate of conversion different from that of Bombay as assumed by Lieut. DeLisle which is 2924·1 cubic inches to 82$\frac{2}{7}$ lbs.,‖‖ theirs being (as stated in paragraph 24 of these proceedings)

* The $\frac{1}{4}$ maund is 800 tolas, or 20·57 lbs. avoirdupois.

† By the Salt Rules of 23rd December, 1850, the minimum is fixed at 5 mercals, or 1$\frac{1}{2}$ maunds, except where the Board may specially authorize a smaller amount.

‡ In Con. 21st February, 1848.

§ From Secretary Military Board, 4th in Dy. Cons. 19th July, 1849.
To Secretary Military Board, 17th in Dy. Cons. 19th July, 1849.

‖ The Board's records show that Major DeHavilland did not propose this as a salt mercal only, but as a standard mercal, in supercession of the one approved of by Government in 1802, of 750 cubic inches, but which was so little attended to, that, in 1819, the mercals of the public offices were found to average 828$\frac{1}{3}$ cubic inches.
From Inspector-General to Board, 3rd December, 1819.

¶ From Major DeHavilland, 24th in Con. 26th June, 1820.

** 20th December, 1849.

†† In Con. 10th January, 1850.

‡‡ Lieut. DeLisle assumes 2924·1 as being the equivalent to a maund.

§§ In paragraph 18 of Lieut. DeLisle's letter, he calculates that the weighing machine will dispose of 240 maunds an hour. This is 2 garce an hour, which is not quicker than the Madras measuring.

‖‖ Paragraph 16 of his letter, 16th July, 1851.

2761·1 cubic inches to 82⅔ lbs. The former gives a specific gravity* of ·7803, the latter ·8264, or a difference of about 6 per cent., so that a cargo, which, in Bombay, was measured and entered as 100 maunds, would, if re-measured by the mercal, and at the Madras rate, (supposing no wastage,) produce an out-turn of 106 maunds. So much so that the Board would have been prepared to expect that the Collector of Malabar would have to account for a surplus of 6 per cent., if he sold by the mercal. He has however been authorized, in March† last, to sell by a measure equivalent to an Indian maund.

27. It may be in place here to mention that the Collector was desired by the Board to weigh the contents of the maund measure, and on receiving one from Bombay made after Lieut. DeLisle's pattern, (2924·1 cubic inches) he reports to the Board (4th of February, 1852)‡ that, by *his* trials, it was found to contain 98¾ lbs. or an excess of 20 per cent.

28. This shows that no uniform equivalent of measure for weight can be depended upon, unless there is an uniform method of measuring.

29. Leaving this particular result however out of consideration, the Board return to the circumstance of their rate being fixed at a specific gravity of ·8264, whilst that of Bombay is ·7803.

30. This may arise, first, from the salt being of a different quality, or secondly, from one mode of measurement involving more shaking than the other —of the former they have no means of judging, but to the latter the Board chiefly attribute much of the difference in the various estimates which they have had occasion to refer to.§

31. In paragraph 3 of Lieut. DeLisle's letter he states the standard Bombay measure for 1 maund to be 2,950 cubic inches to 82⅔ lbs., or a specific gravity of ·773.

32. In paragraph 9 he actually weighed a box of the capacity of 2941·44 cubic inches, and found it weigh 83·9 lbs., giving a specific gravity of ·791.

33. The salt used was "medium-sized grain" and somewhat heavier than the coarse black salt, "and the box shaken before striking off."

34. When the box was not shaken, and trials made with 3 different kinds of salt, viz., coarse, medium, and fine, the average came out 49 lbs. to 1 cubic foot, or specific gravity ·7862. These all differ from the standard finally adopted, viz., of ·7803.

35. The Board have also referred to the account of certain trials of salt weighing, given in Major Jervis' work on "Indian metrology," page 49. It appears from this that the "phura" (or purrah) is a mun (maund) measure of salt—and speaking of the "extensive salt works at Pen" he states that he computes the cubical contents and average weight of various measures from the "neectva" of 33·553 cubic inches to the "ana" of 5,760 neectwas. The purrah was of a capacity of 3,221 cubic inches, and weighed 103·7 lbs. of salt, giving a specific gravity of ·895, whilst a less capacious measure—the "adolee"—of 134·221 cubic inches, gave a weight of 4·3 lbs. or a specific gravity of ·888.

36. Dr. Ure in his "Dictionary of Arts" states that when a duty by weight was levied on salt, 1 bushel (2218·2 cubic inches) was estimated to contain 56 lbs. Captain Buckle, in the first of his letters referred to in paragraph 13 of these Proceedings, states that it was originally 65 lbs., and the Board are inclined to think that the reduction was made rather to ease the duty (since abolished) than to obtain greater accuracy. At one imperial bushel to 56 lbs. the specific gravity would be ·700—at 65 lbs., ·812.

37. The Board will next refer to Captain Buckle's experiments which were made with every care at the Mint. The following abstracts will show the results, the specific gravity being calculated by the formula given in paragraph 26 of these proceedings.

(I.) Letter of the 5th of December, 1846.

Cylinders.								
Diameter.		*Depth.*		*Cubic Inches.*			*lbs.*	*Specific Gravity.*
12	×	13	=	1470·2	=	½ Maund, or	41·14	·776
10	×	$12\frac{3}{16}$	=	1006·33	=	⅔ Maund, or	27·43	·766
10	×	$9\frac{9}{16}$	=	756	=	¼ Maund, or	20·57	·756

* § = specific gravity is thus computed.

Let a = cubic inches given,
b = lbs. given,
c = cubic inches in 1 lb. of water, *i. e.*, 27·7274.

Then $s = \frac{b\,c}{a}$

† Pro. 17th March, 1851.

‡ In Con. 8th March, 1852.

§ Lieut. DeLisle, in paragraph 7 of his letter, observes, that the average weight of a cubic foot (49 lbs.) was raised to more than 51 lbs. by 2 sharp bumps of the box.

This salt was "old dry," and the measures filled by lightly pouring. If rocked the $\frac{1}{4}$ maund was found to hold 10 per cent. more in weight, and the two others about 17 per cent. It will be observed that on account of different dimensions altering the *compression*, the cubic contents of the $\frac{1}{2}$ maund are less than double the $\frac{1}{4}$ maund. Had it been doubled it would have held 1,690 tolas instead of 1,600.

(II.) Letter of the 24th of April, 1847.

Cylinders. *Diameter.*		*Depth.*		*Cubic Inches.*			*lbs.*	*Specific Gravity.*
8	×	29	=	1457·7	=	$\frac{1}{2}$ Maund, or	41·14	·782
8	×	$10\frac{19}{16}$	=	735·1	=	$\frac{1}{4}$ Maund, or	20·57	·777

It was this narrow $\frac{1}{4}$ maund that the Board preferred, (vide paragraph 15 of these Proceedings), though, subsequently, it was determined to retain the mercal of $828\frac{1}{3}$ cubic inches.

38. The Board will now, lastly, refer to the experiments made by their orders, the results of which are shown in the enclosure in their letter to Government of the 20th of January, 1848. No. 1 of this enclosure (copy of which is submitted herewith), adverts to the experiments at Nellore and Madras (as also those at Chingleput which were not reported with any detail). No. 2 refers to the experiments made in the Board's Office. Taking the *long* $\frac{1}{4}$ *maund* as a standard of comparison, (since that had the preference, and comes nearest to the mercal in use), we have—

Nellore	21·05 lbs.*	
Madras	23·10 „	
Chingleput †	21·14 „	
Board (slightly shaken) ..	21·26 „	.. lb. oz. 22·15 / 21·6 / 19·8
Board (lightly poured in) ..	22·37 „	.. 23·10 / 21·6 / 23·9 / 20·14
$\frac{1}{4}$ Maund	20·57 „	

These would tend to show that even where the salt was very lightly poured in, (in the manner tried by Captain Buckle), that his $\frac{1}{4}$-maund measure of 735 cubic inches,‡ when used by native hands, holds somewhat more, say 21·26 lbs., which would give a specific gravity of ·802. But the Board are inclined to believe that, in ordinary native measuring, this very light pouring can never be expected: there will always be some shaking or jolting, and they would prefer taking, as a general standard, the result of their own trials when the salt was "slightly shaken," say 22·3 lbs. to the measure of 735 cubic inches, giving a specific gravity of ·844. This is somewhat more than the present rate, as shown in paragraph 26 to be ·8264, but, considering all the discrepancies, the Board have come to the conclusion that it is not advisable to disturb the present convenient arrangement of 120 maunds to a garce of 400 salt mercals, or to introduce into this Presidency the rate of conversion proposed by Lieut. DeLisle, except in the special case of the district of Malabar.

39. The discrepancies above adverted to may be thus summed up:—

	Specific Gravity.
Lieut. DeLisle's weighing of a box 2941·44 cubic inches, see paragraph 9 of his letter	·791
Average of 3 kinds of salt not shaken	·786
Standard adopted by Lieut. DeLisle	·7803
Bombay former Standard (2,950 cubic inches to 1 maund) ..	·773
Major Jervis' trial of Phura	·895
Do. do. Adolee	·888
English duty rate 56 lbs. = 1 bushel	·700
Do. do. 65 lbs. = 1 bushel	·812
Captain Buckle with wide $\frac{1}{4}$ maund	·756
Do. do. with narrow $\frac{1}{4}$ maund	·777
Mofussil and Boards trials with $\frac{1}{4}$ maund lightly poured in ..	·802
Board's trials with slight shaking	·844
Rate in use at present in Madras 3,31,333$\frac{1}{2}$ cubic inches to 120 maunds	·8264

40. At the rate assumed by Lieut. DeLisle the Madras garce would be equal to 113·34 Indian maunds.

W. H. Bayley, *Secretary.*

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* 350 tolas equal 9 lbs. avoirdupois exactly.
† Taking 4 per cent. as the excess over 800 tolas.
‡ Diameter 8 by depth $14\frac{5}{8}$.

No. 1.

	Weight of Half and Quarter maund.	Nellore.			Madras.			Remarks.
		Salt poured in lightly with basket struck closely.	Difference between columns 2 and 3.	Centage.	Salt poured in loosely and struck off.	Difference between columns 2 and 6.	Centage.	
1	2	3	4	5	6	7	8	9
	Tolas.	Tolas.	Tolas.		Tolas.	Tolas.		
Half Maund long measure	1,600	1,701	101	$6\frac{5}{16}$	1,744	144	9	Mr. Huddleston, Collector of Madras, is of opinion, that the short quarter maund measure is the one best calculated for general introduction.
Do. do. short do.	1,600	1,636	36	$2\frac{1}{4}$	1,784	184	$11\frac{1}{2}$	
Quarter maund long do.	800	818	18	$2\frac{1}{4}$	899	99	$12\frac{5}{8}$	
Do. do. short do.	800	836	36	$4\frac{1}{2}$	901	101	$12\frac{53}{36}$	Mr. Smith, Collector of Nellore, is in favour of the long quarter maund measure of 8 in. diameter.

Chingleput.

In 100 maunds of salt the result shows a difference of between 3 and 5 per cent. Mr. Freese is in favour of the $\frac{1}{2}$ maund 12 inches diameter, (short measure,) and $\frac{1}{4}$ maund 8 inches diameter, (long measure,) but gives the preference to the latter, as the best adapted for general introduction.

No. 2.

	Fuslies.	Result.	Difference between columns 1 and 3.	Centage.	Remarks.
1	2	3	4	5	6
		lbs.	lbs.		
Quarter maund long measure, or lb $20\frac{9}{16}$	Salt of Fusly 1255 moist,	$23\frac{10}{16}$	$3\frac{1}{16}$	$14\frac{14}{16}$	Slightly shaken.
	Do. do. do.	$22\frac{29}{32}$	$2\frac{11}{32}$	$11\frac{6}{16}$	Poured in lightly.
	Do. Fusly 1254 do.	$21\frac{6}{16}$	$\frac{13}{16}$	$3\frac{5}{16}$	Slightly shaken.
	Do. do. do.	$23\frac{9}{16}$	3	$14\frac{9}{16}$	More shaken.
	Do. do. do.	$21\frac{9}{16}$	$\frac{9}{16}$	$2\frac{12}{16}$	Poured in lightly.
	Do. Fusly 1256 dry,	$20\frac{14}{16}$	$\frac{5}{16}$	$1\frac{8}{16}$	Slightly shaken.
	Do. do. do.	$19\frac{8}{16}$	$1\frac{1}{16}$	$5\frac{3}{16}$	Poured in lightly.

W. H. Bayley, *Secretary.*

Enclosure No. 11.

To W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir,

I have the honor to forward herewith the results obtained by the quantitative analysis of 22 samples of sea salt, that is to say, of all those samples of sea salt which I was instructed to examine. The place from whence each sample was sent, with the number placed on the case containing it, are given in a separate list (Z). The number belonging to each sample is also placed at the head of the results of the analysis for that number, so that each kind of salt can readily be identified. The methods employed in the analysis of these salts, as well as those of calculating and checking the results, are also given, together with a table shewing the formulæ and atomic constitution of the compounds obtained in analysis, by the aid of which the calculations referred to will readily be understood. The per centage calculations originally included the moisture found present, but for the advantage of comparison, the same calculation on one hundred parts of *dry salt* has been added. In laying these results before the Revenue Board, I beg leave to assure them that I have spared no exertion or labour to complete, up to this point, the task assigned me; but the innumerable processes required, the care and time occupied in conducting them single handed, have prevented me from bringing the work to a close at an earlier period.

I have, &c.,

J. Mayer, *Chemical Examiner.*

Madras, June 7, 1854.

The methods of proceeding in conducting the analysis now to be given were as follows:—

Moisture was determined by drying at 212° F., and keeping it at that temperature till the sample ceased to lose weight.

Sand, &c., was determined by separation on a weighed filter, and a re-weighing.

Soluble organic matters were determined by allowing a solution of the specimen to stand for a few days, separating the films or vegetations formed, by a weighed filter and re-weighing; in most cases, however, they were inappreciable by the balance, though very evident to the sight.

The formula by which the lime has been calculated is C_a O. C_2 O_3 H O, by making use of it the ignition ordinarily practised may be dispensed with, the results thus obtained are not quite so exact as those obtained by ignition which drives off the H O and C O—the lime being left in the state of carbonate C_a O. C O_2 *i.e.*, if the heat is not carried too far; in that case C O_2 is also driven off and C_a O, caustic lime remains; it is true, that by subsequent processes, the lime may be brought back to the state of carbonate, and as such determined, but it was not thought necessary to increase the labour really requisite, to avoid a chance of error shewn by Fresemies, page 567, not to exceed ·07 per cent. The example given at the conclusion of these remarks will shew every method of calculation adopted, not merely for lime, but for each base and acid.

Magnesia was calculated from the weight of the pyrophosphate, obtained in the usual way.

Soda was determined as sulphate after the separation of insoluble impurities, the separation of lime and magnesia by baryta water (excess), filtration to get rid of the lime and magnesia precipitated, the addition of carbonate of ammonia (excess) to get rid of the baryta evaporation, and ignition to get rid of ammoniacal salts, and the addition of sulphuric acid; the sulphate of soda thus formed was evaporated to dryness and fused in a platinum crucible, allowed to cool, and weighed.

The results set down are the mean of several determinations. The salts under examination are not altogether homogeneous—the amount of insoluble matters, chiefly sand, varying in different parts of the same sample, in one instance to the extent of nearly 4 per cent. The amount of moisture contained also varies according to circumstances. A sample of salt examined about six weeks since shewed a per centage of moisture = 7·8190; it now gives 6·3801; in other cases the difference has exceeded 2 per cent.

The tables A and B give *direct* results, and sufficiently explain themselves —a mere per centage calculation of the simplest kind being required.

The tables that follow B give *indirect* results, inasmuch as the substance to be determined is not separated alone, but in combination. The compounds, however, being in every instance of known constitution, that is to say, numerous experiments made by different chemists in different countries, have shewn that a certain and unchanging weight of one of the constituents of these compounds is united to the other or others, each of which also has its unchanging proportional weight—thus, in the first of these compounds C_a O. $\overline{O}$. H O

hydrated oxalate of lime. A weight of lime, indicated by the number 28, unites with a weight of oxalic $\bar{A}$ indicated by the number 36; and it has been also ascertained, that until a high temperature is employed, these proportional weights of lime and oxalic $\bar{A}$ are united to a weight of water indicated by the number 9—the total of these figures gives 73 as the proportional representative number of hydrated oxalate lime.

The use made of these numbers in calculation is founded on the fact, that whether it is a ton or a grain the proportions of lime, oxalic acid, and water, will still be the same in hydrated oxalate of lime. The calculation then proceeds thus—

Table C shews that 50 grains of the substance give ·2085 of hydrated oxalate of lime—100 parts consequently give ·4170 of the same compound; and if 73 parts of hydrated oxalate of lime contain 28 of lime, then ·4170 will contain a proportional quantity, which is found to be ·1600.

Table D shews that the magnesia was not obtained in a separate form, but as the pyrophosphate. The constitution of this compound is also well known; it has the formula $2\ M_g\ O\ P\ O_5$, and the proportional representative number or equivalent of this is 112·4, of which 40·4 represents the magnesia, 72 the phosphoric $\bar{A}$; the calculation then proceeds as before, but with different factors. The weight of $2\ M_g\ O\ P\ O_5$ found, as shewn in this table, is (from 50 grains of substance) ·6315, and the per centage is 1·2730, and the quantity of magnesia contained in this weight is ·4540; for if 112·4 contain 40·4, 1·2730 must contain a proportional quantity. For the remaining substances it will only be necessary to refer to the table H, shewing the formulæ and constituents, and proportional numbers of the substances obtained in these analyses; this will enable any one to check the ultimate results with the greatest facility.

The absence of potash in these specimens of salt was proved by the use of the bichloride of platinum, aided by the use of alcohol and hydrochloric acid. After standing 24 hours, these re-agents failed to give any precipitate with any one of these samples of salt. It is, nevertheless, very possible that minute quantities of potash may occasionally be present in any one of these salts—the degree of care in preparation, or the period of the season at which the sample was collected—the salt pan having been recently formed—the quality of the soil of which it was formed—its having been in use for some time, &c., will all, to some extent no doubt, influence the quality of the product obtained; and, therefore, though the average quality of salt from the same place will be nearly the same, minute differences will be found to exist. The acids and the bases have been arranged, as far as possible, according to well known affinities, the strongest bases being supposed to exist in combination with the strongest acids. An useful control, by the aid of alcohol, might, had time permitted, have been adopted, as the insolubility of the sulphates and the solubility of the chlorides would have afforded a means of ascertaining, with considerable precision, the actual grouping of the acids and bases in question.

TABLE A.

Showing the Per Centage Amount of Interstitial Moisture in each Sample of Sea Salt.

No. of Sample.	Weight of each Sample taken.	Amount of loss after drying at 212°	Per Centage of water contained.
		Grains.	Grains.
1	5 Grains Troy.	·3145	6·2900
2	do.	·3646	7·2920
3	do.	·3755	7·5100
4	do.	·3650	7·3010
5	do.	·3296	6·5929
6	do.	·3006	6·0120
7	do.	·3645	7·2903
8	do.	·3509	7·0190
9	do.	·3608	7·2170
10	do.	·3609	7·2187
11	do.	·3910	7·8210
12	do.	·3651	7·3030
13	do.	·3006	6·0119
14	do.	·3908	7·8152
15	do.	·3609	7·2191
16	do.	·3400	6·8012
17	do.	·3105	6·2108
18	do.	·3410	6·8201
19	do.	·3045	6·0913
20	do.	·3515	7·0312
21	do.	·3476	6·9523
22	do.	·3746	7·4930

TABLE B.

Showing the Per Centage Amount of Matters insoluble in water contained in each dried Specimen of Sea Salt.

No. of Sample.	Weight of substance taken for examination.	Weight of Filter after drying at 212°.	Weight of Filter, + Matters insoluble in water after drying at 212°.	Per Centage. Matter insoluble in water chiefly sand.
1	50 grains.	5·6200	6·4200	1·6000
2	do.	6·3410	7·3555	2·0310
3	do.	5·4100	6·8125	2·8050
4	do.	6·4200	7·5050	2·1700
5	do.	6·2100	7·9715	3·5230
6	do.	6·3100	7·3191	2·0182
7	do.	6·5200	8·3745	3·7090
8	do.	6·8200	7·1711	2·7022
9	do.	6·9200	6·8305	1·8210
10	do.	5·5100	7·5206	4·0213
11	do.	5·8200	7·7065	3·7730
12	do.	5·4100	7·6765	4·5330
13	do.	5·8000	6·8466	2·0932
14	do.	6·0800	8·1915	4·2231
15	do.	6·0500	7·4659	2·8318
16	do.	5·6300	7·5373	3·8146
17	do.	5·7100	7·5250	3·6210
18	do.	5·8200	7·3656	3·0912
19	do.	5·6600	7·0760	2·8321
20	do.	6·1200	7·6035	2·9670
21	do.	6·2700	8·1713	3·8026
22	do.	6·3000	8·5915	4·5831

TABLE C.

Showing the per Centage Weight of Lime contained in each Sample of Sea Salt.

No. of Sample.	Weight of substance taken.	Mean weight of C_a O $\bar{O}$ H O obtained.	Per Centage of C_a O contained.
1	50 Grains.	·2085	·1600
2	do.	·1799	·1380
3	do.	·4041	·3100
4	do.	·2099	·1610
5	do.	·6219	·4771
6	do.	·6157	·4723
7	do.	1·4785	1·1342
8	do.	1·1477	.8805
9	do.	1·0637	·8160
10	do.	1·1471	·8800
11	do.	·4993	·3830
12	do.	·7099	·5446
13	do.	·5416	·4155
14	do.	·6939	·5323
15	do.	·4446	·3413
16	do.	·5987	·4538
17	do.	·5229	·4012
18	do.	·5227	·4010
19	do.	·6886	·5283
20	do.	·4980	·3820
21	do.	·8099	·6213
22	do.	1·2097	·9280

TABLE D.

Showing the Per Centage Weight of Magnesia contained in each Sample of Sea Salt.

No. of Sample.	Weight of substance taken.	Mean weight of 2 M_g O P O_5 obtained.	Per Centage of M_g O contained.
1	50 Grains.	·6315	·4540
2	do.	·4201	·3020
3	do.	·5678	·4082
4	do.	·4208	·3025
5	do.	·5578	·4010
6	do.	·5747	·4132
7	do.	·6979	·5018
8	do.	·6677	·4801
9	do.	·8371	·6018
10	do.	·4203	·3022
11	do.	·7293	·5243
12	do.	·5172	·3718
13	do.	·6961	·5013
14	do.	·6695	·4813
15	do.	·5586	·4016
16	do.	·5397	·3880
17	do.	·6011	·4321
18	do.	·5461	·3926
19	do.	·5707	·4103
20	do.	·5868	·4218
21	do.	·4119	·2961
22	do.	·4620	·3321

TABLE E.

Showing the Per Centage Weight of Sodium contained in each Sample of Sea Salt.

No. of Sample.	Weight of Substance taken.	Mean Weight of N_a O S O_3 obtained.	Per Centage of N_a contained.
1	50 Grains.	54·7085	35·4450
2	do.	52·9433	34·3013
3	do.	52·9938	34·3340
4	do.	54·3315	35·2007
5	do.	52·9575	34·3105
6	do.	54·4920	35·3047
7	do.	51·2823	33·2252
8	do.	52·4909	34·0082
9	do.	53·4128	34·6055
10	do.	51·4083	33·3068
11	do.	52·0947	33·7512
12	do.	51·8466	33·5908
13	do.	54·0603	35·0250
14	do.	52·3334	33·9062
15	do.	53·2817	34·5206
16	do.	53·3753	34·5812
17	do.	52·2817	33·8727
18	do.	52·8456	34·2380
19	do.	54·1051	35·0608
20	do.	53·0998	34·4027
21	do.	52·8437	34·2368
22	do.	51·6572	33·4681

TABLE F.

Showing the Per Centage Weight of Sulphuric Acid contained in each Sample of Sea Salt.

No. of Sample.	Weight of substance taken.	Mean weight of B_a O So_3 obtained.	Per centage of So_3 contained.
1	5 grains	·0230	·1578
2	do.	·0300	·2058
3	do.	·0416	·2855
4	do.	·0300	·2058
5	do.	·0470	·3222
6	do.	·0392	·2692
7	do.	·0539	·3692
8	do.	·0347	·2393
9	do.	·0319	·2188
10	do.	·0320	·2199
11	do.	·0428	·2940
12	do.	·0269	·1846
13	do.	·0438	·3008
14	do.	·0428	·2941
15	do.	·0269	·1846
16	do.	·0286	·1982
17	do.	·0279	·1914
18	do.	·0319	·2188
19	do.	·0408	·2803
20	do.	·0488	·3350
21	do.	·0497	·3410
22	do.	·0757	·5196

TABLE G.

Showing the Per Centage Weight of Chlorine contained in each Sample of Sea Salt.

No. of Sample.	Weight of substance taken.	Mean weight of Ag Cl obtained.	Per centage of Cl contained.
1	5 grains	11·2377	55·6000
2	do.	10·9862	54·3569
3	do.	10·9403	54·1590
4	do.	10·9968	54·4112
5	do.	10·8680	53·7713
6	do.	11·4033	56·5603
7	do.	10·6122	52·5072
8	do.	10·8340	53·5900
9	do.	11·1395	55·1158
10	do.	10·6724	52·8058
11	do.	10·7757	53·2892
12	do.	10·7404	53·1420
13	do.	11·1190	55·0156
14	do.	10·8466	53·6660
15	do.	11·0171	54·5100
16	do.	11·0414	54·6300
17	do.	10·7540	53·2090
18	do.	10·9056	53·9593
19	do.	11·1307	55·0721
20	do.	10·7729	53·3021
21	do.	10·9044	53·9520
22	do.	10·7035	52·9478

TABLE H.

Showing the Formulæ, Constituents, and Proportional Numbers of the Substances obtained in these Analyses.

Name of Substance, its Formulæ, and Proportional No.	Constituents. Proximate.	Ultimate.	Proportional Numbers shewing the relative Weights on the Hydrogen Scale of each Constituent.	
Hydrated Oxalate of Lime $\underbrace{C_a O C_2 O_3 H O}_{73}$	Lime ..	Calcium .. .. 20 Oxygen 8	= 28	= 73
	Oxalic $\overline{A}$	Carbon, 2 Eqts. .. 12 Oxygen, 3 do. .. 24	= 36	
	Water ..	Hydrogen .. 1 Oxygen 8	= 9	
Pyrophosphate of Magnesia $\underbrace{2 M_g O P O_5}_{112{\cdot}4}$		2 Eqts.		
	Magnesia.	Magnesium .. 24·4 Oxygen, 2 Eqts. 16	= 40·4	= 112·4
	Phosphoric $\overline{A}$	Phosphorus .. 32 Oxygen, 5 Eqts. 40	= 72	
Sulphate of Soda $N_a O. S O_3$ 71	Soda ..	Sodium .. .. 23 Oxygen 8	= 31	= 71
	Sulphuric $\overline{A}$	Sulphur .. .. 16 Oxygen 24	= 40	
Sulphate of Baryta $B_a O. S O_3$ 116·64	Baryta ..	Barium .. 68·64 Oxygen .. 8	= 76·64	= 116·64
	Sulphuric $\overline{A}$	Sulphur .. 16 Oxygen .. 24	= 40	
Chloride of Silver $A_g Cl$ 143·5		Silver .. .. .. 108 Chlorine .. .. 35·5	.. ..	= 143·5

Z.

LIST of the Localities from whence each Sample of Salt examined has been furnished.

Names of the Talooks from which the Samples of Salt have been sent.	Numbers of the Samples furnished by each Talook.	Names of the Talooks from which the Samples of Salt have been sent.	Numbers of the Samples furnished by each Talook.
Chitwail	1	Doopond	10
	2	Poolevendalah	11
Budwail	3		16
	4		20
Chennoor..	5	Cumbum	12
	6	Cumlapoor	15
	7		22
Royachoty	13	Poonganoor	17
	14	Jummulmudgoo ..	18
Goorrumcondah	8		21
Sidhout	9	Doovoor	19

No. 1.

SEA SALT.

Moisture	6·2900	Magnesia—2 M_g O P O_5 ..	·4540
Sand and insoluble organic matters	1·6000	Sodium—N_a O So_3	35·4450
Soluble organic matters	·0200	Sulphuric ā—B_a O So_3	·1578
Lime—from C_a O, C_2O_3 H O. ..	·1600	Chlorine—A_g Cl	55·6000

The following composition of this salt has been deduced from the above numbers:—

Moisture	6·2900
Insoluble matters..	1·6000
Chloride of sodium	90·0750
„ magnesium	1·1454
„ calcium	·0985
Sulphate of lime	·2682
	99·4771
Loss	·5229
	100·0000

If moisture be excluded, the per centage of chloride of sodium=96·12.

No. 2.

SEA SALT.

Moisture	7·2920	Magnesia	·3020
Sand and insoluble organic matters	2·0310	Sodium	34·3013
Soluble organic matters	·0050	Sulphuric acid	·2058
Lime	·1380	Chlorine	54·3569

COMPOSITION.

Moisture	7·2920
Insoluble matters	2·0310
Soluble matters	·0050
Chloride of sodium	88·6582
„ magnesium	·7156
Sulphate of lime	·3351
Sulphate of magnesium	·0130
	99·0499
Loss	·9501
	100·0000

If moisture be excluded, the per centage of chloride of sodium=95·63.

No. 3.

SEA SALT.

Moisture	7·5100	Magnesia	·4082
Sand and insoluble organic matters	2·8050	Sodium	34·3340
Soluble organic matters	traces	Sulphuric acid	·2855
Lime	·3100	Chlorine	54·1590

COMPOSITION.

Moisture	7·5100
Insoluble matters	2·8050
Soluble matters	traces
Chloride of sodium	87·6094
„ magnesium	·9699
„ calcium	·2455
Sulphate of lime	·4853
	99·6251
Loss	·3749
	100·0000

If moisture be excluded, the per centage of chloride of sodium=94·72.

No. 4.

SEA SALT.

Moisture	7·3010	Magnesia	·3025
Sand and insoluble organic matters	2·1700	Sodium	35·2007
Soluble organic matters	·0150	Sulphuric acid	·2058
Lime	·1610	Chlorine	54·4112

COMPOSITION.

Moisture	7·3010
Insoluble matters	2·1700
Soluble matters	·0150
Chloride of sodium	89·5307
,, magnesium	·7183
Chloride of calcium	·0348
Sulphate of lime	·3498
	100·1196

If moisture be excluded, the per centage of chloride of sodium=96·59.

No. 5.

SEA SALT.

Moisture	6·5929	Magnesia	·4010
Sand and insoluble organic matters	3·5230	Sodium	34·3105
Soluble organic matters	traces	Sulphuric acid	·3222
Lime	·4771	Chlorine	53·7713

COMPOSITION.

Moisture	6·5929
Insoluble matters	3·5230
Chloride of sodium	87·2570
,, magnesium	·9523
,, calcium	·1919
Sulphate of lime	·5477
	99·0648
Loss	·9352
	100·0000

If moisture be excluded, the per centage of chloride of sodium=93·41.

No. 6.

SEA SALT.

Moisture	6·0120	Magnesia	·4132
Sand and insoluble organic matters	2·0182	Sodium	35·3047
Soluble organic matters	traces	Sulphuric acid	·2692
Lime	·4723	Chlorine	56·5603

COMPOSITION.

Moisture	6·0120
Insoluble matters	2·0182
Chloride of sodium	89·7967
,, magnesium	·9816
,, calcium	·5667
Sulphate of lime	45·54
	99·8306
Loss	·1694
	100·0000

If moisture be excluded, the per centage of chloride of sodium=95·97.

No. 7.

SEA SALT.

Moisture	7·2903	Magnesia	·5018
Sand and insoluble organic matters	3·7090	Sodium	33·2252
Soluble organic matters	traces	Sulphuric acid	3·692
Lime	1·1342	Chlorine	52·5072

COMPOSITION.

Moisture	7·2903
Insoluble matters	3·7090
Chloride of sodium	84·5068
„ magnesium	1·2751
„ calcium	1·7360
Sulphate of lime	·6276
	99·1448
Loss	·8552
	100·0000

If moisture be excluded, the per centage of chloride of sodium=91·15

No. 8.

SEA SALT.

Moisture	7·0190	Magnesia	·4801
Sand and insoluble organic matters	2·7022	Sodium	34·0082
Soluble organic matters	traces	Sulphuric acid	·2393
Lime	·8805	Chlorine	53·5900

COMPOSITION.

Moisture	7·0190
Insoluble matters	2·7022
Chloride of sodium	86·4947
„ magnesium	1·1799
„ calcium	1·1631
Sulphate of lime	·4068
	98·9657
Loss	1·0343
	100·0000

If moisture be excluded, the per centage of chloride of sodium=93·02.

No. 9.

SEA SALT.

Moisture	7·2170	Magnesia	·6018
Sand and insoluble organic matters	1·8210	Sodium	34·6055
Soluble organic matters	traces	Sulphuric acid	·2188
Lime	·8160	Chlorine	55·1158

COMPOSITION.

Moisture	7·2170
Insoluble matters	1·8210
Chloride of sodium	88·0160
„ magnesium	1·3460
Chloride of calcium	1·3139
Sulphate of lime	·3719
	100·0858

If moisture be excluded, the per centage of chloride of sodium=94·86.

No. 10.

SEA SALT.

Moisture	7·2187	Magnesia	·3022
Sand and insoluble organic matters	4·0213	Sodium	33·3068
Soluble organic matters	traces	Sulphuric acid	·2199
Lime	·8800	Chlorine	52·8058

COMPOSITION.

Moisture	7·2187
Insoluble matters	4·0213
Chloride of sodium	84·7118
„ magnesium	·7180
„ calcium	1·4391
Sulphate of lime	·3738
	98·4827
Loss	1·5173
	100·0000

If moisture be excluded, the per centage of chloride of sodium=91·30.

No. 11.

SEA SALT.

Moisture	7·8210	Magnesia	·5243
Sand and insoluble organic matters	3·7730	Sodium	33·7512
Soluble organic matters	traces	Sulphuric acid	·2940
Lime	·3830	Chlorine	53·2892

COMPOSITION.

Moisture	7·8210
Insoluble matters	3·7730
Chloride of sodium	85·8452
„ magnesium	1·2453
„ calcium	·3504
Sulphate of lime	·4998
	99·5347
Loss	·4653
	100·0000

If moisture be excluded, the per centage of chloride of sodium=96·38.

No. 12.

SEA SALT.

Moisture	7·3030	Magnesia	·3718
Sand and insoluble organic matters	4·5330	Sodium	33·5908
Soluble organic matters	traces	Sulphuric acid	·1846
Lime	·5446	Chlorine	53·1420

COMPOSITION.

Moisture	7·3030
Insoluble matters	4·5330
Chloride of sodium	85·4474
„ magnesium	·8831
„ calcium	·8236
Sulphate of lime	·3138
	99·3039
Loss	·6961
	100·0000

If moisture be excluded, the per centage of chloride of sodium=92·17.

No. 13.

SEA SALT.

Moisture	6·0119	Magnesia	·5013
Sand and insoluble organic matters	2·0932	Sodium	35·0250
Insoluble organic matters ..	traces	Sulphuric acid	·3008
Lime	·4155	Chlorine	55·0156

COMPOSITION.

Moisture	6·0119
Insoluble matters	2·0932
Chloride of sodium	89·0853
„ magnesium	1·1906
„ calcium	·4345
Sulphate of Lime	·5113
	99·3268
Loss	·6732
	100·0000

If moisture be excluded, the per centage of chloride of sodium = 94·67.

No. 14.

SEA SALT.

Moisture	7·8152	Magnesia	·4813
Sand and insoluble organic matters	4·2231	Sodium	33·9062
Soluble organic matters	traces	Sulphuric acid	·2941
Lime	·5323	Chlorine	53·6660

COMPOSITION.

Moisture	7·8152
Insoluble matters	4·2231
Chloride of sodium	86·2366
„ magnesium	1·1431
„ calcium	·6493
Sulphate of Lime	·4998
	100·5671

If moisture be excluded, the per centage of chloride of sodium = 93·54.

No. 15.

SEA SALT.

Moisture	7·2191	Magnesia	·4016
Sand and insoluble organic matters	2·8318	Sodium	34·5206
Soluble organic matters	traces	Sulphuric Acid	·1846
Lime	·3413	Chlorine	54·5100

COMPOSITION.

Moisture	7·2191
Insoluble matters	2·8318
Chloride of sodium	87·8024
„ magnesium	1·1518
„ calcium	·4202
Sulphate of lime	·3138
	99·7391
Loss	·2609
	100·0000

If moisture be excluded, the per centage of chloride of sodium = 94·63.

No. 16.

SEA SALT.

Moisture	6·8012	Magnesia	·3880
Sand and insoluble organic matters	3·8146	Sodium	34·5812
Soluble organic matters	traces	Sulphuric acid	·1982
Lime	·4538	Chlorine	54·6300

COMPOSITION.

Moisture	6·8012
Insoluble matters	3·8146
Chloride of sodium	87·9565
„ magnesium	·9215
„ calcium	·6246
Sulphate of lime	·3369
	100·4553

If moisture be excluded, the per centage of chloride of sodium = 94·36.

No. 17.

SEA SALT.

Moisture	6·2108	Magnesia	·4321
Sand and Insoluble Organic Matters	3·6210	Sodium	33·8727
Soluble Organic Matters ..	traces	Sulphuric acid	·1914
Lime	·4012	Chlorine	53·2090

COMPOSITION.

Moisture	6·2108
Insoluble matters	3·6210
Chloride of sodium	86·1544
„ magnesium	1·0263
„ calcium	·5350
Sulphate of lime	·3254
	97·8729
Loss	2·1271
	100·0000

If moisture be excluded, the per centage of chloride of sodium = 91·85.

No. 18.

SEA SALT.

Moisture	6·8201	Magnesia	·3926
Sand and insoluble organic matters	3·0912	Sodium	34·2380
Soluble organic matters	traces	Sulphuric acid	·2188
Lime	·4010	Chlorine	53·9593

COMPOSITION.

Moisture	6·8201
Insoluble matters	3·0912
Chloride of sodium	87·0879
„ magnesium	·9325
„ calcium	·4914
Sulphate of lime	·3719
	98·7950
Loss	1·2050
	100·0000

If moisture be excluded, the per centage of chloride of sodium = 94·36.

No. 19.

SEA SALT.

Moisture	6·0913	Magnesia	·4103
Sand and insoluble organic matters	2·8321	Sodium	35·0608
Soluble organic matters	traces	Sulphuric acid	·2803
Lime	·5283	Chlorine	55·0721

COMPOSITION.

Moisture	6·0913
Insoluble matters	2·8321
Chloride of sodium	89·1680
,, magnesium	·9745
,, calcium	·7079
Sulphate of lime	·4515
	100·2253

If moisture be excluded, the per centage of chloride of sodium = 94·96.

No. 20.

SEA SALT.

Moisture	7·0312	Magnesia	·4218
Sand and insoluble organic matters	2·9670	Sodium	34·4027
Soluble organic matters	traces	Sulphuric acid	3350
Lime	·3820	Chlorine	53·3021

COMPOSITION.

Moisture	7·0312
Insoluble matters	2·9670
Chloride of sodium	87·5025
,, magnesium	1·0018
,, calcium	·2927
Sulphate of lime	·5695
	99·3647
Loss	·6353
	100·0000

If moisture be excluded, the per centage of chloride of sodium = 94·12

No. 21.

SEA SALT.

Moisture	6·9523	Magnesia	·2961
Sand and Insoluble Organic Matters	3·8026	Sodium	34·2368
Soluble Organic Matters	traces	Sulphuric Acid	·3410
Lime	·6213	Chlorine	53·9521

COMPOSITION.

Moisture	6·9523
Insoluble Matters	3·8026
Chloride of Sodium	87·0805
,, Magnesium	·7033
,, Calcium	·7187
Sulphate of Lime	·5797
	99·8371
Loss	.1629
	100·0000

If moisture be excluded, the per centage of Chloride of Sodium = 93·58.

No. 22.

SEA SALT.

Moisture	7·4930	Magnesia	·3321
Sand and Insoluble Organic Matters	4·5831	Sodium	33·4681
Soluble Organic Matters	traces	Sulphuric Acid	·5196
Lime	·9280	Chlorine	52·9478

COMPOSITION.

Moisture	7·4930
Insoluble matters	4·5831
Chloride of sodium	85·0384
,, magnesium	·7888
,, calcium	1·1186
Sulphate of lime	·8833
	99·9052
Loss	·0948
	100·0000

If moisture be excluded, the per centage of Chloride of Sodium = 91·92.

Enclosure No. 12.

Memorandum showing the Salt Establishments of each District, and the duties performed by each officer.

Assistant Commissioner Northern Circars.

The Assistant Commissioner in the Northern Circars states, that in the five districts under the control of the Commissioner, the salt department is managed by the Collectors and their assistants, there being no uncovenanted assistants employed as in Bengal. The following Table describes the several offices and the salaries attached to them, particulars of which will be found elsewhere. The Ameen or Thanadar is the head superintending officer, who is assisted by the Peishcar and Goomastahs in the preparation of accounts and sales of salt, while the Duffadars and Peons are chiefly employed for guarding the salt. The pay of the native establishments, he says, is altogether inadequate to the responsibilities of the duties; and a revision of the establishments is under consideration.

Salt Establishments in the Northern Circars.

No.	Districts.	Cotaurs.	Thanadars or Ameens.		Peishcars and Goomastahs.		Duffadars and Peons.		Total.	
			No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.
				Rs.		Rs.		Rs.		Rs.
1	Ganjam ..	Ganjam	1	25	1	5	25	76	27	106
		Nowpadah	1	30	2	12	21	60	24	102
		Womaravilly ..	1	25	1	5	19	60	21	90
		Munsoorcottah ..	1	20	1	5	10	31	12	56
2	Vizagapatam	Cooppili	1	25	2	14	11	33	14	72
		Conadah	1	30	1	3	3	12	5	45
		Nellimookkoo ..	1	30	2	19	11	39	14	88
		Carassa	1	35	3	31	18	59½	22	125½
3	Rajahmundry	Pittapoor	1	60	5	65	38	160	44	285
		Mogultore	1	50	4	55	38	162	43	267
4	Masulipatam	Pandrakah	1	60	4	38	38	169	43	267
		Inoogoodoor ..	1	30	2	20	22	99	25	149
5	Guntoor ..	Chinna Ganjam ..	1	60	10	114	56	301¾	67	475¾
		Nizampatam ..	1	40	6	74	34	173	41	287
		Total	14	520	44	460	344	1,435¼	402	2,415¼

Ganjam.

In Ganjam the establishment is represented as being very insufficient, and miserably paid.* At the Hoozoor office there is no servant specially set apart, as in most districts, to supervise the accounts. There is one Goomastah who has also to look after the stamps and maramut accounts. At each pan there is a Goomastah, whose pay varies from rs. 20 to 30. He has charge of the cash chest, of the manufacture, measuring, heaping, and selling of the salt, the whole responsibility rests on him, though, generally, he is assisted by one of the Hoozoor servants, during the time of taking the salt into store. The next is the Curnum, who writes the daily accounts of sales, &c. His pay is from rs. 5 to 7. The Shroff, whose pay is from 2 to 5 rupees, receives and examines all the money that is paid in by purchasers. The Golah Peon has charge of the platform and pans, and has Peons to watch them. Under him are Duffadars and Peons, according to the size of the pans. These Peons have also to escort remittances twice a month to the Hoozoor treasury. The money is usually carried by the measurers. The number of these measurers varies according to the extent of the pans. They have to measure the salt when stored or sold, they also repair damages done to the heaps by rain or storm.

* The Principal Assistant Collector submits, that the payment of 30 rupees *monthly* to a man who sells *two lacs* of rupees worth of salt, is quite insufficient to ensure a good and honest servant.

Grades.	Hoozoor Establishment.		Salt Cotaur of Ganjam.				Salt Cotaur of Munsoorcottah.				Salt Cotaur of Nowpadah.				Salt Cotaur of Womaravilly.				Total including the Hoozoor Establishment.		Remarks.
	Number of persons.	Pay for each per mensem.	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay per mensem.	
		Rs.		Rs.	Rs.	Rs.		Rs.	Rs.	Rs.		Rs.	Rs.	Rs.		Rs.	Rs.	Rs.		Rs.	
Goomastah	1	20	1	25	25	2,000	1	20	20	1,000	1	30	30	6,000	1	25	25	5,000	5	120	In Ganjam and Womaravily the Shroffs are borne on the books as Peons.
Curnums	..	..	1	5	5	500	1	5	5	300	1	7	7	2,000	1	5	5	1,500	4	22	
Golah Peons	..	..	1	12	12	500	1	10	10	300	1	15	15	2,000	1	12	12	1,500	4	49	
Shroff	..	..	1	3	3	1,000	1	2	2	300	1	5	5	2,000	1	$2\frac{1}{2}$	$2\frac{1}{2}$	1,500	4	$12\frac{1}{2}$	In Munsoorcottah the Shroff draws the pay of a Measurer.
Duffadar	..	..	1	4	4	..	..	..	..	..	..	..	..	..	..	..	..	..	1	4	
Peons	..	..	4	$2\frac{1}{2}$	10	..	4	$2\frac{1}{2}$	10	..	10	$2\frac{1}{2}$	25	..	5	$2\frac{1}{2}$	$12\frac{1}{2}$	..	23	$57\frac{1}{2}$	
Guard Peons	..	..	10	3	30	..	..	..	..	..	..	..	..	..	6	$3\frac{1}{2}$	21	..	16	51	
Measurers	..	..	6	2	12	..	2	2	4	..	10	2	20	..	6	2	12	..	24	48	
Dundasees	..	..	2	$2\frac{1}{2}$	5	..	2	$2\frac{1}{2}$	5	..	..	..	..	..	..	..	..	..	4	10	
Saderwared	..	..	..	..	$\frac{1}{2}$	..	..	..	$\frac{1}{2}$	..	..	..	$1\frac{1}{2}$	..	..	..	1	..	..	$3\frac{1}{2}$	
Total	1	20	27	..	$106\frac{1}{2}$	..	12	..	$56\frac{1}{2}$	..	24	..	$103\frac{1}{2}$	..	21	..	91	..	85	$377\frac{1}{2}$	The annual cost of establishment is Rs. 4,530.

The Collector recommends an immediate increase to the establishment to the extent of 780 rupees per annum, and in case a new platform be sanctioned at Nowpadah, a further increase of 552 rupees per annum.

Vizagapatam.

The salt establishment of Vizagapatam is small, consisting of 1 Goomastah at the Hoozoor on 15 rs. a month, and 4 Thannadars, 3 Peishcars, 1 Muddutgar, 4 Shroffs, 2 Golahs, 2 Duffadars, 32 Peons, and 7 Doorgapooloos. Their duties are as follows. The Goomastah keeps the accounts received from the district, under the supervision of the Revenue Head Sheristadar. The Thannadars conduct the details of the depôts to which they are attached, under instructions from the Hoozoor. The Peishcars and Muddutgar are employed in keeping the accounts of salt transactions under the orders of the Thannadar, and otherwise assist him. The Shroffs keep accounts of actual receipts and disbursements, and are also employed in shroffing or testing the money received. The Golahs, Duffadars and Peons, are employed at the discretion of the Thannadar, to look after the manufacturing and storing of salt, and protecting the commodity from being stolen. The Doorgapooloos or measurers are employed in receiving salt into store, and measuring it for sale. All the above duties are conducted under the general superintendence of the Collector and two of his assistants. There are no uncovenanted assistants in this department in Vizagapatam.

Rajahmundry.

The salt department in Rajahmundry is under the control of the Collector, but is generally handed over to his head assistant. The Hoozoor establishment is employed in conducting the correspondence and examining the accounts under the orders of the Head Assistant Collector. At each cotaur there is a superintendent styled Darogah, who is charged with the general supervision of the cotaur, with the manufacture, receipt and sale of salt, prevention of smuggling, preparation of accounts, &c. He is assisted by a Peishcar and two or more accountants or Muddutgars. The Karodah was appointed in order that there might be some check on the Darogah, his duty is to be always present at the sales, and to report direct to the Head Assistant Collector, when any irregularity comes to his knowledge. This office having been found useless in practice, the Collector has recommended its abolition. The Shroff is responsible for the genuineness of all the coin tendered in exchange for salt, and for the custody of the money, when first received at the time of sale. The Pygusties or head Peons, are distributed among the different platforms, and have the other Peons under their orders. The Daloyets are employed in attending the Darogah, and in guarding the cash chest. The Taliars are the measurers of the salt. The Hungamah or temporary Peons are employed in the manufacturing season to watch the pans and to prevent smuggling. A portion of them is afterwards retained to assist in guarding the platforms. They are discharged, gradually, as the salt on the platforms is sold off, and their services can be dispensed with.

ESTABLISHMENT.

Hoozoor.

No.	Denomination.	Amount of salary per mensem.
		Rs.
1	Salt Gentoo Accountant	30
1	Do. Writer	25
		55

GYBUT.

Pittapoor.			Mogultoor.		
No.	Denomination.	Amount of Monthly salary.	No.	Denomination.	Amount of Monthly Salary.
		Rs.			Rs.
1	Darogah	60	1	Darogah	50
1	Peishcar	25	1	Peishcar	25
1	Head Muddutgar ..	12	1	Head Muddutgar ..	12
1	Second do.	10	1	Second do.	8
1	Poorookoo Goomastah ..	8	1	Karodah	10
1	Karodah	10	1	Shroff	10
1	Shroff	10	3	Daloyets at 5 rupees each	15
4	Daloyets at 5 rupees each	20	8	Pygusties at 5 rupees each	40
8	Pygusties at 5 rupees each	40	18	Peons at 4 rupees each ..	72
16	Peons at 4 rupees each ..	64	8	Taliaries, 2 at 3½ rupees each, and 6 at 3 rupees each	25
1	Musaljee	2			
8	Taliaries at 3 rupees each	24			
	Hungamah Peons, from 100 to 150, 4 to 6 months at 4 rupees each per mensem.			Hungamah Peons, probably 30, for about 4 months at 4 rupees each per month.	

Masulipatam.

The salt cotaurs of Masulipatam have usually been placed under the immediate supervision of the head or junior assistant Collector, subject to the control of the Collector, who himself visits them when occasion may arise, or when, in the course of his duty, it may be practicable. The Hoozoor Cutcherry accounts of the salt department are subject to the supervision of the Head Sheristadar, who has the duty of checking the accounts.

ESTABLISHMENT.

Rank or Employment.	Inoogoodoor Cotaur. Number.	Inoogoodoor Cotaur. Salary per Month.	Pandrakah Cotaur. Number.	Pandrakah Cotaur. Salary per Month.	Total. Number.	Total. Salary per Month.	Remarks.
		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Ameens	1	30 0 0	1	60 0 0	2	90 0 0	Superintend the manufacture, gathering, and sale of the Salt, and are entrusted with the entire management of the Cotaur.
Peishcars.. ..	1	14 0 0	1	14 0 0	2	28 0 0	Aid the Ameens in storing and selling the Salt, and check the accounts of the Cotaurs.
Muddutgars ..	..	..	1	10 0 0	1	10 0 0	Prepare the daily, monthly, and other accounts, and also are occasionally sent to the platforms for petty sales.
			1	7 0 0	1	7 0 0	
Karodahs.. ..	1	10 0 0	1	10 0 0	2	20 0 0	Go rounds to the platforms, and watch during the manufacture and storing of the Salt.
Shroffs	1	6 0 0	1	7 0 0	2	13 0 0	In charge of the Treasury under the orders of the Ameens.
Duffadars.. ..	1	6 0 0	1	6 0 0	2	12 0 0	Attend at the Treasury, and inspect the pans during the manufacture of the Salt under the orders of the Ameens.
Kautagurs, at Rs. 5 each ..	2	10 0 0	4	20 0 0	6	30 0 0	Measure the Salt at the time of storing and selling it.
Dayolets, at Rs. 5 each ..	2	10 0 0	5	25 0 0	7	35 0 0	Guard the Treasury.
Pygusties, at Rs. 4–8 each	3	13 8 0	6	27 0 0	9	40 8 0	*Vide* remark against Karodas.
Fixed Peons, at Rs. 4 each	12	48 0 0	20	80 0 0	32	128 0 0	Watch the platforms.
Hungamah Do., at Rs. 4 each	..	..	20	80 0 0	20	80 0 0	Ditto ditto.
Sweepers	1	1 8 0	1	1 0 0	2	2 8 0	Serve under orders of the Ameens for clearing the Cutcherry, &c.
Total ..	25	149 0 0	63	347 0 0	88	496 0 0	
Saderwared ..	..	2 10 0	..	3 4 0	..	5 14 0	
Total ..	25	151 10 0	63	350 4 0	88	501 14 0	
Hoozoor.							
Peishcar					1	17 8 0	Examine and prepare the Salt accounts in the Huzzoor, under the orders of the Head Sheristadar.
Goomastah					1	7 0 0	
Total ..					2	24 8 0	
Grand Total ..					90	526 6 0	

Guntoor.

In Guntoor there is no covenanted servant specially employed in the salt department. The details, however, are conducted by one of the covenanted assistants under the general superintendence and supervision of the Collector.

ESTABLISHMENT.

Number.	Name of Division.	Name of Store.	No. in Column of Remarks.	Employment.	No. of Servants.	Salary of each per mensem.	Total.	Grand Total.
1	Chinna Ganjam	Chinna Ganjam	1	Thannadar	1	60 0 0	60 0 0	
			2	Peishcar	1	25 0 0	25 0 0	
			3	Muddutgar	1	10 0 0	10 0 0	
			4	Nevesindahs	3	10 0 0	30 0 0	
			5	Measurers	1	7 0 0	7 0 0	
					1	5 0 0	5 0 0	
			6	Shroffs	1	14 0 0	19 0 0	
					1	5 0 0		
			7	Superintending Duffadars	2	15 0 0	30 0 0	
			8	Duffadar of Peons	1	8 0 0	8 0 0	
			9	Peons	36	5 0 0	180 0 0	
			10	Musaljee	1	3 0 0	3 0 0	
			11	Carriers of Mercals.	2	2 8 0	5 0 0	
				Saderwared	..	..	10 8 0	
		Pedda Ganjam	12	Goomastah	1	15 0 0	15 0 0	392 8 0
				Nevesindah	1	10 0 0	10 0 0	
				Shroff	1	5 0 0	5 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	5 0 0	5 0 0	
				Peons	6	5 0 0	30 0 0	
			13	Salt Cutters	2	5 0 0	10 0 0	
				Carriers of Mercals.	2	0 14 0	1 12 0	
				Saderwared	..	..	2 4 0	
				Sweeper	..	..	0 4 0	
2	Nizampatam	Nizampatam	14	Thannadar	1	40 0 0	40 0 0	94 4 0
				Peishcar	1	20 0 0	20 0 0	
				Muddutgar	1	10 0 0	10 0 0	
				Shroff	1	7 0 0	7 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	15 0 0	15 0 0	
				Duffadar	1	7 0 0	7 0 0	
				Peons	14	5 0 0	70 0 0	
				Salt Cutters	3	2 8 0	7 8 0	
				Carriers of Mercals.	2	0 14 0	1 12 0	
				Saderwared	..	..	4 0 0	
		Pairly	15	Goomastah	1	20 0 0	20 0 0	187 4 0
				Nevesindah	1	10 0 0	10 0 0	
				Shroff	1	7 0 0	7 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	15 0 0	15 0 0	
				Peons	8	5 0 0	40 0 0	
				Salt Cutters	2	2 8 0	5 0 0	
				Carriers of Mercals.	2	0 14 0	1 12 0	
				Saderwared	..	..	2 0 0	
			16	Pay of Boatmen employed at Nizampatam				105 12 0
			17	Pay of Water Pandal Bramin at Chinna Ganjam				1 4 0
								3 0 0
								784 0 0
	ESTABLISHMENT IN COLLECTOR'S OFFICE.							
	Sheristah Department		18	Muddutgar	1	30 0 0	30 0 0	
	Moonshee's do.		19	Goomastah	1	21 0 0	21 0 0	
	Accountant's do.		20	Jawabnevis	1	28 0 0	28 0 0	
			21	English Writer	1	30 0 0	30 0 0	
								109 0 0
				Total Company's Rupees				893 0 0

REMARKS.

No. 1. The Thannadar resides at Chinna Ganjam, the larger of the two depôts under his superintendance. He visits Pedda Ganjam periodically, and generally on any occasion when his presence at that place is required. He is responsible both for the cash and the salt in store, and for the correctness of all the accounts—when the quantity of salt to be made for the year is determined by the Collector, he apportions the total quantity to be made on each manufacturer, according to the number of his pans. It is his duty to watch the progress of the manufacture, to take care that no salt of an inferior quality is drawn from the pans, or that a larger quantity of salt is not made than has been sanctioned, and generally to keep all the establishment under his orders to their duty. He also exercises the authority of Head of District Police over four villages in the immediate vicinity of the depôts.

No. 2. The Peishcar is principally employed in the preparation of the accounts transmitted daily, bi-monthly, and monthly, to the Collector's Office, in which he is assisted by No. 3, the Muddutgar. In the absence of the Thannadar, the charge of that officer's duties devolves on the Peishcar.

No. 4. One or more of these officers attend daily at the salt platforms and superintend the measurement and delivery of the salt to purchasers, keeping detailed accounts of the same. They are also employed in looking after and keeping the accounts connected with the repairs, annually required to the platforms, roads, and bridges in the vicinity of the stores. A portion of the time of one of them is taken up in the details of police duties under the Thannadar. When the salt is received into store, they are employed to watch the process, and keep the accounts.

No. 5. Strike the measure during the time of retail sales, and keep the tally.

No. 6. The duty performed by the Shroffs hardly requires explanation—they are jointly with the Thannadar responsible for the cash.

No. 7. These servants, called in other districts Akbarnevis, &c., are not under the orders of the Thannadar or other salt servants, their duty is generally to report direct to the European authorities all that may go on at the salt stores to which they are attached, and especially to bring at once to notice any irregularities that may take place. They attend the daily sales and watch the progress of the manufacture. They also are required to see that any salt spontaneously produced is at once destroyed. At the Chinna Ganjam depôt there are thirteen platforms with a range of pans under each. One Duffadar has seven platforms, with the pans attached, to look after, and the other, the remaining six.

No. 8. Attends generally at the salt cutcherry, and details, under the orders of the Thannadar, the Peons to their different duties, &c.

No. 9. Of the thirty-six Peons, twenty-six are employed in watching the salt on the thirteen platforms (two peons on each) and of the remaining ten, two are employed as Pygusties, who act as overseers, and take care, that the platform peons are vigilant. Three at Pedda Ganjam, where the number of peons is insufficient for the work required, and five in the ordinary and general duties of the cutcherry.

No. 10. Trims the lamps and sweeps the cutcherry.

No. 11. Are employed in carrying daily the mercals, used for measuring the salt, from the cutcherry to the platforms—where the sales are going on, and back.

No. 12. This officer has immediate charge of the Pedda Ganjam store, but in subordination to the Thannadar of Chinna Ganjam.

Except the salt cutters (No. 13), as they are called, who are employed in breaking up the salt heaps, and in filling the measures at the time of sale, the duties of the other servants have been already detailed at Chinna Ganjam. Coolies are employed as occasion requires, in breaking up the salt and filling the measure.

No. 14. The Nizampatam Thannadar exercises also a general superintendance over the Pairly store. His duties connected with the salt, as well as those of all the other servants under him, are precisely similar as at Ganjam. He is the sea custom house officer for the ports of Nizampatam and Cottapatam, but the duties are not very onerous, and he has the aid of his subordinates when necessary. He also exercises the powers of head of district police in four villages. Of the fourteen peons at Nizampatam, ten are employed in guarding the five platforms, one as a Pygusty, and the remainder on ordinary duties. There are two platforms at Pairly on which four of the eight peons are employed, another acts as a Pygusty, and the remaining three are employed in ordinary cutcherry duties, either at Nizampatam or Pairly as their services may be required.

No. 15. The Pairly store is a very small one, but as it is some distance (about eight miles) from Nizampatam, the Goomastah in charge is considered to have a larger degree of responsibility than the officer holding the similar situation at Pedda Ganjam. There is no doubt, however, that this latter officer ought to get at least twenty rupees salary, a recommendation to this effect has lately been made to the Commissioner.

No. 16. This boatman is employed in crossing the tappals, public servants, &c., over a small salt-water channel between the town of Nizampatam and the salt platforms and pans.

No. 17. This man supplies water to the servants and others employed on the salt platforms during the sales and at the time of storing.

Nos. 18 and 19. The duty of these servants is to examine all accounts received from the Thannadars, and to prepare in the vernacular, those required for submission to the controlling authorities.

No. 20. Reads to the covenanted officer the communications from the Thannadars, receives his orders, and transcribes the replies, &c.

No. 21. Prepares in English the accounts required for submission to the controlling authorities.

NOTE.—The duties detailed above as devolving on the servants on the Collector's Office, Nos. 18, 19, and 20, are those for the performance of which they are required, but as there is no separate establishment in the Collector's Office for the Covenanted Assistants, it is often necessary in arranging a suitable establishment for each, to employ these servants on the ordinary duties of the Collector's Office, other servants of the same office performing those connected with the salt department.

Nellore.

There is no separate covenanted or uncovenanted Agency in Nellore. The department is under the control of the Collector.

ESTABLISHMENT.

No.	Divisions.	No.	Cotaurs.	Superintendents.		Goomastahs.		Nevesindahs.		Sheroffs.		Ackbermivis.		Naicks.		Pygustics.		Peons.		Vettyans.		Total.	
				No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.	No.	Amount of Pay.
					Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.
	GYBUT SERVANTS.																						
1	Pauderty	1	Pauderty ...	...		1	25 0 0	2	34 0 0	2	21 0 0	1	13 0 0	1	6 0 0	1	6 0 0	18	90 0 0	3	7 0 0	...	241 0 0
		2	Allour ...	...		1	20 0 0	1	15 0 0	...		1	13 0 0	...	...	1	6 0 0	5	25 0 0	3	7 0 0	...	85 0 0
		3	Canoopurty ...	...		1	20 0 0	1	15 0 0	1	7 0 0	1	13 0 0	...	...	1	6 0 0	13	65 0 0	2	7 0 0	...	132 0 0
		4	Davarumpaud ...	...	...	...	...	...	...	...	...	...	...	...	...	1	6 0 0	5	25 0 0	2	6 0 0	...	87 0 0
2	Paukala	1	Paukala ...	1	30 0 0	1	20 0 0	2	28 0 0	2	17 0 0	1	13 0 0	1	6 0 0	1	6 0 0	17	85 0 0	2	6 0 0	...	210 0 0
		2	Bingiranpully ...	...	...	1	20 0 0	1	15 0 0	1	10 0 0	1	12 0 0	1	6 0 0	1	6 0 0	20	100 0 0	5	15 0 0	...	294 0 0
3	Eskapully ...	1	Eskapully ...	1	40 0 0	1	20 0 0	1	15 0 0	1	7 0 0	1	12 0 0	...	...	1	6 0 0	14	70 0 0	3	6 0 0	...	156 0 0
		2	Gogoolapully ...	...	...	1	20 0 0	1	15 0 0	1	7 0 0	2	17 0 0	...	...	1	6 0 0	8	40 0 0	2	6 0 0	...	111 0 0
		3	Joovuldinna ...	...	...	1	20 0 0	1	15 0 0	1	7 0 0	...	...	...	...	1	6 0 0	8	40 0 0	3	6 0 0	...	94 0 0
		4	Toomalapenka ...	...	...	1	20 0 0	1	15 0 0	1	7 0 0	...	...	...	...	1	6 0 0	8	40 0 0	3	6 0 0	...	94 0 0
4	Kristnapatam ...	1	Kristnapatam ...	1	30 0 0	1	20 0 0	1	15 0 0	1	7 0 0	1	12 0 0	1	6 0 0	1	6 0 0	17	85 0 0	2	6 0 0	...	187 0 0
		2	Gungapatam ...	...	...	1	20 0 0	1	10 0 0	1	7 0 0	1	10 0 0	...	...	1	6 0 0	7	35 0 0	2	6 0 0	...	94 0 0
5	Doogooranzpatam ...	1	Cottapatam ...	1	30 0 0	...	...	3	44 0 0	3	21 0 0	1	13 0 0	1	6 0 0	2	12 0 0	17	85 0 0	4	8 0 0	...	218 0 0
		2	Toopely ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		3	Doogooranzpatam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		4	Mullaum ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
6	Tadah ...	1	Tadah	1	40 0 0	...	...	2	32 0 0	2	15 0 0	1	13 0 0	1	6 0 0	1	6 0 0	15	75 0 0	2	4 0 0	...	190 0 0
		2	Poody	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	10 0 0	1	2 0 0	...	12 0 0
		3	Raumapooram	...	...	...	...	1	15 0 0	...	...	...	...	...	...	...	...	3	15 0 0	1	2 0 0	...	38 0 0
		4	Vadookandoo ...	...	...	...	...	1	15 0 0	1	7 0 0	1	10 0 0	...	...	1	6 0 0	6	30 0 0	2	4 0 0	...	72 0 0
			Total Gybut ...	6	210 0 0	10	205 0 0	19	283 0 0	17	133 0 0	13	145 0 0	6	36 0 0	16	96 0 0	175	875 0 0	35	98 0 0	297	2,061 0 0
	HOOZOOR SERVANTS.																						
1	Salt Writer ...	...		...	50 0 0																		
1	Head Goomastah	...		...	30 0 0																		
1	Goomastah ...	...		...	25 0 0																		
1	Javabnviss ...	...		...	25 0 0																		
1	Rowannah Writer	...		...	15 0 0																		
1	Ink-maker ...	...		...	7 0 0																		
1	Musaljee ...	...		...	5 0 0																		
					157 0 0																		

DUTIES OF EACH CLASS OF SERVANTS.

Gybut Servants.

- **Superintendent** — The management of the Divisions consisting of from 2 to 4 Cotaurs is under the Superintendents, who have to superintend the manufacture, storing, and sale of Salt, and to send reports and accounts to the Collector's Office, and receive instructions from there.
- **Goomastah** .... / **Nevesindah** .... — These servants have to superintend the manufacture, storing, and sale of the Salt in a Cotaur, and prepare the accounts.
- **Shroff** ..... — It is his duty to receive the money from the purchasers of Salt, examine coins, and keep regular accounts of the same.
- **Akbernevis** ..... — His duty is to watch the conduct of all the other servants, and bring any irregularities or particular circumstances to the notice of the Collector, and to stand by when the sales are going on, to see that the measurements are correctly made.
- **Naick** ..... — To overlook the Peons, and see to the due performance of their duties.
- **Pygusties** ..... — To see that there is no smuggling, and that the Peons are on their watch, and go their rounds during night and day.
- **Peons** ..... — Some to be on the Platforms watching the Salt, some at the Pans, and some for guarding the Cash, and the remainder to perform the other miscellaneous duties required.
- **Vettymen** ..... — Engaged in the weighing and measuring of Salt, and to make any slight repairs on the Platforms, and perform other trifling duties.

Hoozoor Servants.

- **Salt Writer** ..... — To prepare the English accounts, and copy letters required to be sent to the Board of Revenue.
- **Head Goomastah** .. — To prepare, in Teloogoo, all the accounts, &c., required.
- **Gomastah** ..... — To examine the various accounts sent in by the Superintendents, and to bring any discrepancies in them to notice.
- **Rowannah Writer** — To number the Rowannahs received from Madras, and send them to the Cotaurs, as per Indents received from them.
- **Ruktawan** ..... — To make the Indian ink for writing the accounts, and to stamp the Rowannah accounts, &c.
- **Musaljee** ..... — To keep lights.
- **Javabnevis** ..... — To register the Urzees sent by the Superintendents and the Cotaur servants, and to draft the necessary orders. Deputed to perform Salt duties in the Sub-Collector's Office.

These servants are not all confined to these specific duties, but some of them are employed on the general business of the Collector's Office.

No portion of the covenanted service, or of the Hoozoor native establishment, is exclusively assigned to the salt department. **Chingleput.**

ESTABLISHMENT.

		Particulars of Establishment.													
		Peishcars.		Nevisindahs.		Shroffs.		Duffadars.		Peons.		Measurers.		Total.	
		No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.
			Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.
1	Chunambut	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	14	56 8 0	2	8 8 0	20	120 0 0
2	Cheyoor	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	21	84 0 0	2	8 8 0	27	147 8 0
3	Pyennoor, &c. ...	1	28 0 0	2	20 0 0	1	10 0 0	1	7 0 0	15	60 0 0	2	8 8 0	22	133 8 0
4	Covelong	1	35 0 0	2	20 0 0	1	10 0 0	1	7 0 0	14	56 0 0	...	...	19	128 0 0
5	Vadaseminjary ...	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	8	32 0 0	1	5 0 0	13	92 0 0
6	Chunamboocolum ...	1	28 0 0	2	20 0 0	1	10 0 0	1	7 0 0	12	48 0 0	2	8 8 0	19	121 8 0
7	Poongalum	1	25 0 0	2	16 0 0	1	5 0 0	...	...	8	28 0 0	1	4 4 0	13	78 8 0
	Total ...	7	200 0 0	11	106 0 0	7	65 0 0	6	42 0 0	92	364 8 0	10	43 0 0	133	821 0 0

The peishcar superintends all the transactions connected with the arrangement for the manufacture, the receipt and sale of salt, and the prevention of theft or smuggling at the pans, and furnishes the various accounts connected with them to the Collector's office. He is also entrusted with the police charge of the station and a distance of 3 miles around. The nevisindah prepares the accounts above referred to, and assists the peishcar in his various duties. The shroff is the treasurer of the salt collections, and likewise assists the nevisindah. The duffadar and peons watch over the pans during the period of manufacture, in view to the prevention of smuggling; they also protect the salt depôt and the treasury, and form the police within the peishcar's charge. The measurers are employed in measuring the salt on its receipt and sale.

It has been usual in South Arcot for the Collector to take the aid of one of his covenanted assistants, generally the Head Assistant Collector, in managing the salt department. **South Arcot.**

ESTABLISHMENT.

No.	Items.	Mercanum.		Teagavelly.		Killay.		Cuddalore.		Total.		Remarks.
		No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	
			Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
1	Ameen	1	70 0 0	1	17 8 0	1	14 0 0	1	10 8 0	4	112 0 0	No. 1.—Has general control over the Depôt and its servants, and is the responsible officer for all its affairs, from superintending the manufacture of salt to its eventual sale, and the remittance of the proceeds at fixed intervals to the Hoozoor Treasury.
2	Mooshruff	2	22 12 0	1	10 8 0	..	..	..	..	3	33 4 0	No. 2.—Are ministerial servants under the Ameen, to assist him in the above duties, and in keeping the Depôt accounts.
3	Nevisindah	1	7 0 0	..	..	1	7 0 0	2	12 4 0	4	26 4 0	No. 3.—Same as Mooshruff, but the name implies that his more particular duty is to write the accounts, Rowannahs, and the Ameen's reports to the Hoozoor.
4	Shroff	2	14 0 0	1	3 8 0	1	3 8 0	..	..	4	21 0 0	No. 4.—Examines the coins received from parties who purchase salt, has part charge of the cash chest, and accompanies the the remittances to the Hoozoor.
5	Salt Measurers and Toties ..	7	13 8 0	..	..	1	3 0 0	4	13 2 0	12	29 10 0	No. 5.—They measure the salt when received from the manufacturers, and afterwards when sold to merchants, &c.
6	Duffadar	1	7 0 0	..	..	..	..	..	..	1	7 0 0	No. 6.—Has charge over the Peons employed at the Depôt, guards the cash chest, and escorts the remittances to the Hoozoor.
7	Pygusties	4	18 8 0	3	12 0 0	2	7 0 0	4	15 8 0	13	53 0 0	Nos. 7, 8, 9, 10.—Keep general guard over the pans and platforms night and day, to prevent thefts and smuggling. Besides the above office, the Peons have general duties in the Ameen's Cutcherry, and in guarding the cash chest and remittances.
8	Peons	21	89 8 0	7	28 0 0	7	28 0 0	7	25 8 0	42	171 0 0	Nos. 13 to 20.—These are the former hereditary servants at the pans, but who now receive money payment in lieu of their former privileges; they assist the Ameen occasionally, but have no longer any regular duties, and are pensioners rather than servants.
9	Tookrey..	6	15 8 0	..	..	1	3 0 0	4	14 0 0	11	32 8 0	
10	Ungasalay or Salt Watchers ..	5	9 8 0	..	..	..	..	..	..	5	9 8 0	
11	Musaljee	1	3 8 0	..	..	..	..	..	..	1	3 8 0	
12	Sweeper..	1	3 8 0	..	0 4 0	..	..	..	..	2	3 12 0	
	Total	52	274 4 0	14	71 12 0	14	65 8 0	22	90 14 0	102	502 6 0	
	Roossoomdars.											
13	Monigar..	9	13 0 2	..	..	..	..	..	..	9	13 0 2	
14	Curnum..	7	10 13 9	..	..	3	0 10 5	..	..	10	11 8 2	
15	Nothagar	2	0 5 5	..	..	..	..	..	..	2	0 5 5	
16	Muttum Durmacurtah.. ..	..	..	1	2 13 1	..	..	..	..	1	2 13 1	
17	Boatman	..	..	1	0 14 0	..	..	..	..	1	0 14 0	
18	Pundarum	..	..	1	0 13 11	..	..	..	..	1	0 13 11	
19	Carpenter and Iron Smith ..	..	..	1	0 6 9	..	..	..	..	1	0 6 9	
20	Water Pandal	..	..	..	..	3	0 7 8	..	..	3	0 7 8	
	Total	18	24 3 4	4	4 15 9	6	1 2 1	..	..	28	30 5 2	
	Grand Total per Month ..	70	298 7 4	18	76 11 9	20	66 10 1	22	90 14 0	130	532 11 2	
	Grand Total per Annum ..	..	3,581 8 0	..	820 13 0	..	799 9 0	..	1,090 8 0	..	6,392 6 0	

In each salt division of Tanjore there are the following classes of officers— peishcar, monigar, sumpretty, carnum, taragen, and peon. The manufacture is conducted by the meerasidars or their labourers. The head native officer over the whole department is the amildar, and the Head Assistant Collector is, generally, the covenanted European officer, who has charge of it. Attached to his office are goomastahs or accountants. The covenanted officer's duty is, as the delegate of the Collector, to carry out the orders of Government and the Board of Revenue, and to prevent breaches of the salt laws; to exercise a general control over every part of the department; to give orders for the preparation of the pans for the commencement of manufacture; for the mode in which the officers superintending it are to be distributed; for the manner in which the meerasidars are to be made to store the manufactured salt provisionally (previous to its delivery into Government store); for the mode of storing in the Government store; the process of measuring at the time of sale; and, in short, for all the other minutiæ connected with the salt department. By personally visiting the pans and stores; by measuring heaps; by comparing accounts, and by sifting information received; he has to see that the orders have been attended to; he also corresponds with the Collector upon points which he thinks require to be brought to the notice of that officer, or of the Board of Revenue. The duties of the amildar are to advise the covenanted officer upon every point on which his opinion may be required; to exercise a general control over the accounts of the department; to prepare and submit them to the Collector; to assist the covenanted officer with information; and, when that officer is unable himself to visit the pans, to proceed there in his stead, and act under his directions. The goomastahs of the office are engaged in reading reports, in writing orders, and in keeping accounts. The peishcar of each division acts under the orders of the Head Assistant Collector, and superintends his establishment of monigar, curnum, sumpretties, peons, and taragens. He is responsible for the accuracy of the accounts that issue from his office, and the punctuality with which they are sent. He has to move about to the several pans within his division, to see that all orders are carried out, to conduct the manufacture, store and sale of salt with regularity, and to remit the collections every ten days to the talook. The monigar is the chief executive officer of the division; it is his business to carry out the orders of the peishcar; he has certain pans allotted him in which he superintends the manufacture and storing, and is always present at the sale of salt when the peishcar comes to his pans for the purpose. The sumpretties are ministerial officers engaged in preparing accounts, and assisting the peishcar generally; the principal of these accounts are forwarded to the head assistant's office every five days, and they specify every item of sale. There are also wattamaray or ten days' accounts, masadrum or monthly accounts, and also the yearly accounts; but the cooroopoo account is the fullest. The curnums write up the rough and fair cooroopoo and modipumalai, assist at the manufacture, storing, and sale of salt, and aid the monigar at the pans and platforms. The duty of the shroff is to receive money, to grant receipts, to take charge of the treasury, and proceed with the remittance every ten days. The taragen strikes the mercals when filled, and must always attend at the storing and sale of salt. The peons have to guard the salt stores day and night, to prevent and bring to notice fraud and theft, and to apprehend offenders at the time of manufacture, storing, and sale; to proceed with the remittances, and carry the post to the talook cutcherry.

Tanjore.

Salt Moyenzabitah.

Office.	Monthly pay. Rs.	A.
Huzzoor.		
Amildar	100	0
Javabnevis	21	0
Writer	21	0
Head Goomastah	21	0
2 Goomastahs at 10½ rupees each	21	0
4 Deloyets at 5 rupees each ..	20	0
	204	0
Arsanagherry Division Cutcherry.		
Peishcar	21	0
Sumpretty	7	0
Shroff	5	4

Office.	Monthly pay. Rs.	A.
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8
Cusbah Arsanagherry Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8

Office.	Monthly Pay. Rs.	A.
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Ayapatam Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Moonpally Pans.

Peon	3	8
Do.	3	8
Do.	3	8
	132	12

Sendalay Division Cutcherry.

Peishcar	21	0
Sumpretty	7	0
Do.	7	0
Shroff	5	4
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8

Cusbah Pans.

Manium	10	8
Curnum	7	0
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Coorooken Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Cuttoomavady Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Somanadenpettah Pans.

Peon	3	8
Do.	3	8

Office.	Monthly Pay. Rs.	A.
Nadiem Pans.		
Peon	3	8
	173	12

Adrampatam Division Cutcherry.

Peishcar	28	0
Sumpretty	7	0
Do.	7	0
Shroff	7	0
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8

Cusbah Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Tamarencottah Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Tumbickenellevencottah Pans.

Manium	10	8
Curnum	7	0
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Machelencottah Pans.

Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
	207	12

Neidvassel Division Cutcherry.

Peishcar	28	0
Sumpretty	7	0
Do.	7	0
Shroff	7	0
Peon	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8

Office.	Monthly Pay. Rs.	A.
Cusbah Pans.		
Manium	10	8
Curnum	5	4
Do.	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Tenpady Peon	3	8
Do.	3	8
Do.	3	8
Keelivoor Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Kadacaud Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Tunnumpatam Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Valadalacoody Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
	196	8
Negapatam Division Cutcherry.		
Peishcar	21	0
Sumpretty	7	0
Do.	7	0
Shroff	7	0
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Jadmalay	1	8

Office.	Monthly Pay. Rs.	A.
Cusbah Pans.		
Manium	10	8
Curnum	5	4
Do.	5	4
Poottoor Peon	3	8
Do.	3	8
Ackerapoottoor Peon	3	8
Do.	3	8
Andanampettah Peon	3	8
Papacavil do.	3	8
Curtellengady do.	3	8
Pootoorvady do.	3	8
Do. do.	3	8
Taragoo	2	8
Chendrapady Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Covilput Pans.		
Peon	3	8
Taragoo	2	8
Vadarniem Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
	191	0
Total including 5 Divisions ..	901	12
Total including Hoozoor ..	1,105	12

MOYENZABITAH of the Salt Establishment of the District of Madura.

Places.	Amildar.		Pygust Ameen.		Writer.		Goomastah.		Goomastah at 17½ Rs. each per Month.		Goomastah at 14 Rs. Do.		Goomastah at 10½ Rs. Do.		Royasom at 21 Rs. Do.		Royasom at 7 Rs. Do.		Assistant Royasom at 4 Rs. Do.		Shroff.		Gollah.		Duffadar.		Peons.		Measurers.		Musaljee and Sweeper.		Total.		Remarks.
	No.	Amount of Monthly Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	
		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.	
Hoozoor	...	...	...	...	1	28 0	1	21 0	2	35 0	...	...	...	...	1	21 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5	105 0	To read to the Collector, Urzees connected with salt revenue, and to prepare monthly, quarterly, and yearly accounts for submission to the Board, &c.
Head Cutcherry ...	1	120 0	2	50 0	...	...	...	...	1	17 8	...	...	3	31 8	...	...	1	7 0	2	8 0	1	8 12	1	5 4	1	7 0	20	70 0	...	...	2	3 8	35	328 8	To superintend the salt revenue,—and this establishment has control over the servants of the several depôts.
Turagoody Pans ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	To conduct the manufacture and sales of salt, subject to the control of the Head Cutcherry.
Mookeyoor Do. ...	..	...	...	...	...	..	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Moottooragoonadapatam Do.	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 0	
Valinokum Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Morekolum	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Authenkurray Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Vyravanadapatam Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 0	
Ooppoor Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Ogandangoody Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 1	
Maunagoody Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Sholeagoody Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Vuttanum Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Kullianegery Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Theethandathanem Do.	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Pumbarturavy Cavilgare	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	12 0	...	...	4	12 0	
Total	1	120 0	2	50 0	1	28 0	1	21 0	10	175 0	7	98 0	3	31 8	1	21 0	1	7 0	2	8 0	15	106 12	1	5 4	1	7 0	108	378 0	18	54 0	2	3 8	174	1,114 0	

No part of the salary of the Collector and his assistants is entered, because that would be exactly the same if there were no salt.

Per Annum 18,368

There is no covenanted officer expressly for the salt department in Tinnevelly. The Head Assistant Collector has charge of the department under the orders of the Collector. Tinnevelly.

ESTABLISHMENT.

	Rs.	A.
1 Salt peishcar on a salary of 100 rupees a month, who, under the Head Assistant-Collector, has entire charge of this department, but this officer also acts as sheristadar in the Head Assistant's Collector's office, relieving the head sheristadar's cutcherry from all the details of the revenue business, and Sayer and Sea Customs, &c., under the same officer	100	0
1 Javabnevis on a salary of	17	8
1 Writer „ „	17	8
2 Tamil goomastahs, one on 14 rupees, and the other on 10½ rupees, respectively	24	8
1 Hindoovie goomastah at	14	0
1 Peishcar goomastah at	10	0
2 Peons at 5 rupees each	10	0
Total rupees	193	8
5 Chowkeydars on a salary of 21 rupees each	105	0
3 Ditto ditto 17½ rupees each	52	8
4 Sumpretties on a salary of 8 rupees each	32	0
8 Goomastahs at 6 rupees each	48	0
5 Shroffs at 5 rupees each	25	0
24 Measuring peons at 4 rupees each	96	0
33 Watching peons at 3 rupees each	99	0
6 Naiks at 6 rupees each	36	0
33 Sibbendy Sepoys at 5¼ rupees each	173	4
Total	666	12
Grand Total	860	4

There are salt agents at Cannanore, Tellicherry, Calicut, Ponamy, and Chowghaut, whose duty it is to receive the salt which comes by sea, store, and retail it. The whole are under the immediate orders and surveillance of the Collector. Malabar.

	Per Month. Rs.	A.	P.		Per Annum. Rs.	A.	P.
6 Peishcars.....	239	0	0	....	2,868	0	0
11 Goomastahs.....	151	0	0	....	1,812	0	0
24 Peons	96	8	0	....	1,158	0	0
	486	8	0	....	5,838	0	0

The salt department of Canara is divided into those servants who are employed at the places of manufacture and those employed at the places of sale. They are classed as superintendents, accountants, measurers, and peons. The transport of the salt from the place of manufacture to that of sale is effected by contracts fixed by public competition. Canara.

LIST of Servants employed in the Salt Departments in the Zillah of Canara.

Talooks.	Names of Tannahs.	Mootasuddies and Monigars, and Superintendents.		Sheristadars and Goomastahs or Accountants.		Shroffs.		Duffadars and Peons.		Measurers.		Total Establishment.		Remarks, showing the Duties performed by each Class of Servants.
		No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	
			Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.	
Hoozoor Collector's Office		..	..	2	40 8	..	..	..	..	..	..	2	40 8	These servants are employed in examining the accounts of the manufacture and sales of salt received from the talooks, and preparing the periodical accounts kept in the Collector's Office, and such as are furnished to the Presidency.
MANUFACTURING PLACES.														
Cundapoor	Annagally	1	24 8	2	19 4	1	7 0	7	25 9	2	9 0	13	87 12	In these Stations, salt is both manufactured and sold.
	Woderhobly	1	14 0	1	8 12	..	..	3	12 0	2	9 0	7	43 12	The Mootasuddies and monigars superintend the manufacture, distribution, and sales, and keep a general control in their respective divisions in guarding against smuggling, and protecting the revenue.
	Harnaud	1	14 0	2	14 0	..	..	8	32 0	2	9 0	13	69 0	
	Byndoor	1	14 0	3	18 0	..	..	16	40 0	2	9 0	16	81 0	
Honore	Coomta	1	21 0	2	16 8	1	7 0	8	32 0	3	13 8	15	90 0	The 2nd class of servants (sheristadars and goomastahs) are employed in keeping the prescribed accounts of manufacture and sales, and assisting the superintendents in their general duties.
	Shirally Butkul	1	14 0	2	14 0	..	..	8	32 0	3	13 8	14	73 8	
	Byloor	..	..	1	7 0	..	..	3	12 0	1	4 8	5	23 8	
Ankola	Magurbyle or Sanekutta.. ..	1	40 0	4	59 0	1	7 0	21	83 0	5	25 0	32	219 0	
		7	141 8	17	156 8	3	21 0	68	276 0	20	92 8	115	687 8	
SELLING DEPÔTS.														
Mangalore	Cusbah Tannah	1	35 0	2	22 0	1	7 0	11	57 0	2	12 0	17	133 0	Shroffs are employed for examining the money received on the sale of salt when the collections are in any way considerable.
	Moolky	1	14 0	1	9 0	..	..	5	20 0	1	4 8	8	47 8	
Bekul	Munjaseer	1	7 0	..	..	..	..	5	20 0	1	4 8	7	31 8	The peons are employed in watching the salt manufactured and stored, guarding against smuggling, and in aiding in the protection of the monopoly. The measurers, besides attending to their duties of measuring salt, assist the peons in their watches, &c.
	Coombla	..	..	1	6 0	..	..	2	8 0	1	4 8	4	18 8	
	Cassergode	..	..	1	6 0	..	..	1	4 0	1	5 0	3	15 0	
	Neclashwar	1	10 0	1	6 0	..	..	3	12 0	..	..	5	23 0	
Buntwal	Cusbah Tannah	1	40 0	2	22 0	1	7 0	7	31 8	2	9 0	13	109 8	These are the selling depôts. The servants in them are employed in receiving and storing the salt brought from the manufacturing places, attending to their sales, and in the general duty of protecting the monopoly. In the Cusbah tannah of the Mangalore talook, the servants have also to attend to the receipt and despatch of Bombay salt for the depôts in the Buntwal talook.
	Pane Mangalore	1	20 0	1	7 0	1	7 0	4	16 0	2	9 0	9	59 0	
Oodipy	Oodiawer	..	..	1	9 0	..	..	4	16 0	1	4 8	6	29 8	
	Caup	..	..	1	8 12	..	..	3	12 0	..	..	4	20 12	
Barcoor	Mabukol	1	10 0	1	7 0	1	5 0	3	12 0	2	8 0	8	42 0	
	Bajeh	1	10 0	1	5 0	..	..	5	20 0	1	4 0	8	39 0	
Cundapoor	Hallady	1	14 0	1	7 0	1	5 0	8	32 0	1	4 0	12	62 0	
	Wondseh	1	10 0	1	5 0	..	..	5	20 0	1	4 0	8	39 0	
Honore	Guersappah	1	10 0	1	7 0	1	5 0	7	28 0	2	8 8	12	58 8	
	Honore	..	..	1	7 0	..	..	2	8 0	1	4 8	4	19 8	
Ankola	Cusbah Tannah	..	..	..	..	1	5 0	3	13 0	1	3 8	5	21 8	
	Sedashegur	..	..	..	..	..	..	2	8 0	..	..	2	8 0	
	Katigul	1	30 0	2	22 0	1	10 0	9	40 0	4	20 0	17	122 0	
		12	210 0	19	155 12	8	51 0	89	377 8	24	109 8	152	903 12	
	Total Salt Establishment ..	19	351 8	38	352 12	11	72 0	157	653 8	44	202 0	209	1,631 12	Per Annum, Rs. 19,581.

LIST of the Salt Establishment at Madras, and the Duties of each Officer.

No.	Office.	Pay per Mensem.			Nature of Duties.
		Rs.	A.		
1	Uncovenanted assistant	300	0		The immediate superintendence of the whole of the Salt Department. For details, see Board's proceedings, dated 17th January, 1853.
1	Native deputy superintendent	42	0		To conduct the storing and sales of salt at the Madras platform.
1	Peishcar	21	0		
1	Nesunda	20	0		To keep accounts as stated in separate list B.
1	Deputy ditto	14	0		
1	Writer	10	0		To prepare urzees and to secure the takeeds received from the hoozoor.
1	Shroff	14	0		To shroff the collections, and to keep accounts thereof, as well as of the pay distributed to servants, and of the payments on manufacturers' share, and to give chits for inland and home sales.
1	Ameen	20	0		To superintend the manufacture, and to report transfer of pans for registry to the superintendent, and to maintain a strict watch over the manufacture, and over the peons.
3	Nevesindahs	10	8	each	These 5 nevesindahs are stationed at Attiput, Ennore, Poonithewasi, Vulloor, and Voyaloor, to keep accounts of the scrapings and exportation of salt, and to give the required information in registering the pans.
2	Ditto	10	8	do.	
1	Moochie	7	0		To rule accounts, bind books, &c.
1	Duffadar	10	8		
1	Head peon	10	0		For the security of salt heaps in store.
20	Peons	7	0	each	
8	Ditto	4	0	do.	
2	Measurers	7	0	do.	To measure the salt for home sale.
1	Tom-tom beater	4	0	do.	To beat the tom-tom at the commencement and at the close of the sale, and to patrol during nights.

NOTE.—There is no separate establishment at the hoozoor for this branch of revenue.
The whole of the accounts are examined and checked by the sheristadar's department.
An extra establishment of peons and mootsuddies is entertained annually for about 8 months during the season of manufacture.
It varies with reference to circumstances.

In the present season it consists of	RS.	A.	P.
2 Mootsuddies	30	8	0
1 Shroff	10	0	0
4 Vuttais	24	0	0
68 Peons	476	0	0
7 Tom-tom beaters	28	0	0
At a monthly cost of Rs.	568	8	0

Enclosure No. 13.

Specimen of Daily Cooroopoo Account of Salt Manufacture and Sale in Ackarapoottoor Pan at Negapatam.

6TH APRIL, 1854.

	Garce.	Mercals.	Measures.
Remaining in platform—Salt of 1853	655	214	0
Wastage in ditto	16	155	0
Ditto in pan	1	58	0
	17	213	0
	673	27	0

SALE.

Rowannah No. 3011. Mappoolacooppum Adaikettan Chetty purchased 70 mercals of salt, value rs. 21, the salt contained in 14 bags on 2 bandies, to Mappoolacooppum. Time allowed, one day from 10 o'clock of this date.

Rowannah No. 3012. Nunnillum Soondra Chetty purchased 30 mercals of salt, value rs. 9, contained in 6 bags on 1 bandy, to Nunnillum. Time allowed, 1 day from 10 o'clock of this date.

Rowannah No. 3013. Andonipettah Parasooramah Chetty purchased 55 mercals of salt, value rs. 16½, contained in 11 bags on 1 bandy, to Andonipettah in Keevalore talook —from 10 to 12 o'clock of this date.

Rowannah No. 3014. Abishaga Cutlay Kylasha Pillay purchased 40 mercals of salt, value rs. 12, contained in 8 bags on 1 bandy, to Abishaga Cutlay in Nunnillum talook. Time, one day from 10 o'clock of this date.

Rowannah No. 3015. Negapatam Balasoobramania Pillay purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Negapatam in Keevalore talook. Time allowed from 10 to 4 o'clock of this date.

Rowannah No. 3016. Kavaripatam Iyaroopillay purchased 30 mercals of salt, value rs. 9, contained in 6 bags on 1 bandy, to Teroonagasweren in Combaconum talook. Time allowed, 3 days from 10 o'clock of this date.

Rowannah No. 3017. Moottum Oonnamalay purchased 40 mercals of salt, value rs. 12, contained in 8 bags on 1 bandy, to Moottum in Keevalore talook. Time allowed, from 10 to 4 o'clock of this date.

Rowannah No. 3018. Nagore Viapoory Pillay purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Nagore in Keevalore talook. Time, from 10 to 2 o'clock of this date.

Rowannah No. 3019. Negapatam Ramasawmy Pillay purchased 5 mercals, value rs. 1½, contained in a small bag, to Negapatam in Keevalore talook. Time, from 10 to 4 o'clock of this date.

Rowannah No. 3020. Valeppaliem Naraynasawmy Naicken purchased 5 mercals of salt, value rs. 1½, contained in 2 small bags, to Valeppaliem in Keevalore talook—from 4 to 6 o'clock P.M. of this date.

Rowannah No. 3021. Moolengoody Sooppa Odyan purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date.

Rowannah No. 3022. Nagore Veerabudra purchased 90 mercals, value rs. 27, contained in 18 bags on 2 bandies, to Nagore in Keevalore talook—from 10 A.M. to 4 P.M. of this date.

Rowannah No. 3023. Negapatam Soobray Pillay purchased 50 mercals, value rs. 15, contained in 10 bags on 1 bandy, to Negapatam in Keevalore talook—from 4 to 6 o'clock of this date.

Walkaudy Ramaswamy purchased 15 mercals, value rs. 4½, contained in 3 bags on 3 bullocks, to Walkaudy in Nunnillum talook. Time 1 day from 4 o'clock. Rowannah No. 3024.

Sembencoody Veramoottoo Odayan purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date. Rowannah No. 3025.

Sembencoody Aroomoogattan Odyan purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date. Rowannah No. 3026.

Sembengoody Pereanayegatto Odyan purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date. Rowannah No. 3027.

Sembengoody Arnachellum Naiken purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date. Rowannah No. 3028.

Sennanoor Naguppa Chetty purchased 70 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Sennanoor in Nunnillum talook. Time allowed, 1 day from 4 o'clock of this date. Rowannah No. 3029.

Ammayeppen Veerappen purchased 50 mercals, value rs. 15, contained in 10 bags on 2 bandies, to Ammayappen in Trivalore talook. Time allowed, 1 day from 4 o'clock of this date. Rowannah No. 3030.

Ponanassel Kattan purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Ponanassel in Trivalore Talook. Time allowed, 1 day from 4 o'clock of this date. Rowannah No. 3031.

	Garce.	Mercals.
Total rowannahs 21, Rs. 237, the quantity of salt of 1853 ..	1	390
Remaining in platform of 1853	653	224
Wastage in ditto	16	155
Ditto in pan	1	58
	17	213
	671	37

H. Forbes, *Collector of Tanjore.*

Enclosure No. 14.

SALT CHARGES in all Districts for Fusly 1260.

Items.	Ganjam.	Vizagapatam.	Rajahmundry.	Masulipatam.	Guntoor.	Chingleput.	Madura.	Nellore.	North Arcot.	South Arcot.	Tanjore.	Tinnevelly.	Canara.	Malabar.	Madras.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Salary of the fixed establishment	4,258	4,096	7,695	5,229	10,407	11,503	13,351	26,660	800	6,086	13,260	10,272	15,653	5,743	5,846	140,859	
Do. extra sibbendy	..	..	..	..	..	..	..	..	..	..	..	..	2,422	..	..	2,422	
Roossooms	..	..	..	128	120	..	139	1,135	..	1,763	..	1,552	..	56	351	5,244	
Extra charges and saderwared	1,400	2,394	5,591	3,437	2,217	4,120	427	8,526	75	2,584	1,546	659	3,292	2,234	26,915	65,417	
Reward for seizure of smuggled salt	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
First Total	5,658	6,490	13,286	8,794	12,744	15,623	13,917	36,321	875	10,433	14,806	12,483	21,367	8,033	33,112	2,13,942	2,13,942
Hire to manufacturers	12,856	11,192	11,259	1,311	11,459	28,081	27,335	27,811	1,426	23,769	41,025	27,463	..	..	42,556	2,67,543	
Value of salt purchased from other districts	..	..	..	..	..	..	..	..	..	..	..	..	51,770	80,477	..	1,32,247	
Repairs	10	..	..	..	..	..	..	..	..	..	..	..	..	609	..	619	
Charges of export	..	..	..	..	..	..	..	..	..	726	..	..	..	..	..	726	
Compensation for resumed pans	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3,609	3,609	
Hire of boats	..	..	..	..	..	..	..	..	..	..	..	..	13,925	..	..	13,925	
Shipping charges, &c.	..	..	..	..	..	..	..	..	..	2,097	..	..	..	..	..	2,097	
Salt indemnification to the French Government	..	..	..	..	..	..	..	..	..	21,000	..	..	..	..	..	21,000	
Second Total	12,866	11,192	11,259	1,311	11,459	28,081	27,335	27,811	1,426	47,592	41,025	27,463	65,695	81,086	46,165	4,41,766	4,41,766
Tuccavy	350	3,033	2,531	1,300	1,700	..	..	680	..	700	..	..	..	..	..	10,294	6,55,708
Grand Total	18,874	20,715	27,076	11,405	25,903	43,704	41,252	64,812	2,301	58,725	55,831	39,946	87,062	89,119	79,277	6,66,002	

Enclosure No. 15.

SALT CHARGES in all Districts for Fusly 1261.

Items.	Ganjam.	Vizaga-patam.	Rajah-mundry.	Masuli-patam.	Guntoor.	Chingle-put.	Madura.	Nellore.	South Arcot.	Tanjore.	Tinne-velly.	Canara.	Malabar.	Madras.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Salary of the fixed establishment	4,313	4,124	7,075	5,271	10,247	12,269	13,366	26,346	5,706	13,232	10,323	15,614	5,792	5,943	1,39,621	
Do. extra sibbendy	..	..	..	..	..	..	..	..	..	..	..	2,553	..	..	2,553	
Roossooms	..	..	798	71	107	..	..	1,143	2,135	..	1,553	..	56	353	6,217	
Extra charges and saderwared	1,337	1,843	6,812	1,026	3,505	4,127	399	3,646	1,479	442	1,138	4,727	11,349	14,928	56,758	
Reward for seizure of smuggled salt	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
First Total	5,650	5,967	14,685	6,368	13,859	16,396	13,765	31,135	9,320	13,674	13,014	22,894	17,197	21,224	2,05,149	2,05,149
Hire to manufacturers	10,929	4,812	13,041	..	28,673	46,338	24,710	41,936	17,317	38,984	27,506	..	..	41,414	2,95,660	
Value of salt purchased from other districts	..	..	..	..	..	..	..	..	..	..	..	59,311	69,764	..	1,29,075	
Repairs	330	..	..	..	..	..	..	..	..	..	..	..	465	..	795	
Charges of export	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Compensation for resumed pans	..	..	..	..	..	..	..	..	..	..	..	..	..	2,438	2,438	
Hire of boats	..	..	..	..	..	..	..	..	..	..	..	15,880	..	..	15,880	
Shipping charges, &c.	..	..	..	..	..	..	..	..	1,590	..	..	..	..	..	1,590	
Salt indemnification to the French Government	..	..	..	..	..	..	..	..	7,000	..	..	..	..	..	7,000	
Second Total	11,259	4,812	13,041	..	28,673	46,338	24,710	41,936	25,907	38,984	27,506	75,191	70,229	43,852	4,52,438	4,52,438
Tuccavy	500	3,315	3,562	3,322	2,625	1,076	7,715	725	937	..	..	..	..	..	23,778	6,57,587
Grand Total	17,409	14,094	31,288	9,690	45,157	63,810	46,190	73,796	36,164	52,658	40,520	98,085	87,426	65,076	6,81,365	

Enclosure No. 16.

SALT CHARGES in all Districts for Fusly 1262.

Items.	Ganjam.	Vizaga-patam.	Rajah-mundry.	Masuli-patam.	Guntoor.	Chingle-put.	Madura.	Nellore.	South Arcot.	Tanjore.	Tinnevelly.	Canara.	Malabar.	Madras.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Salary of the establishment	4,295	4,137	7,237	5,115	10,251	12,460	13,296	26,447	6,004	12,884	10,320	16,387	5,838	7,332	1,42,003	
Do. extra sibbendy	..	..	..	..	..	..	..	..	..	..	..	3,007	..	..	3,007	
Roossooms	..	..	520	194	110	..	..	1,139	773	..	1,553	..	46	303	4,638	
Extra charges and saderwared ..	1,612	1,976	3,831	4,605	3,771	5,880	1,093	2,541	2,299	988	774	2,638	9,988	17,778	59,774	
Reward for seizure of smuggled salt..	..	..	..	..	..		..	..	..	..	..	..	..	..	..	
First Total ..	5,907	6,113	11,588	9,914	14,132	18,340	14,389	30,127	9,076	13,872	12,647	22,032	15,872	25,413	2,09,422	2,09,422
Hire to manufacturers	19,186	18,535	10,623	3,638	29,380	41,319	24,668	34,424	20,320	44,275	22,811	..	..	43,350	3,12,529	
Value of salt purchased from other districts	..	..	..	..	..	..	..	..	..	..	..	64,333	76,515	..	1,40,848	
Repairs	694	..	..	..	..	..	..	..	..	..	..	..	621	..	1,315	
Charges of export	..	..	..	..	..	..	..	..	138	..	..	..	..	..	138	
Salt compensation	..	..	..	..	..	..	..	..	..	..	..	..	..	2,215	2,215	
Hire of boats	..	..	..	..	..	..	..	..	..	..	..	13,506	..	..	13,506	
Shipping charges, &c.	..	..	..	..	..	..	..	..	3,386	..	..	..	..	..	3,386	
Salt indemnification to the French Government	..	..	..	..	..	..	..	..	21,000	..	..	..	..	..	21,000	
Second Total ..	19,880	18,535	10,623	3,638	29,380	41,319	24,668	34,424	44,844	44,275	22,811	77,839	77,136	45,565	4,94,937	4,94,937
Tuecavy	800	3,498	5,917	9,059	4,275	3,500	..	835	950	..	1,000	..	..	..	29,834	7,04,359
Grand Total ..	26,587	28,146	28,128	22,611	47,787	63,159	39,057	65,386	54,870	58,147	36,458	99,871	93,008	70,978	7,34,193	

Enclosure No. 17.

Salt Sales for Fusly 1260.

	Districts.	For Consumption in the District.	For other Districts.	For Foreign States.	French Government.	Export by Sea.	Total.
		Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.
1	Ganjam	24,345	73,015	1,90,560	..	..	2,87,920
2	Vizagapatam	1,25,136	5,732	8,571	..	..	1,39,439
3	Rajahmundry	1,77,327	2,976	8,907	1,800	25,200	2,16,210
4	Masulipatam	57,255	2,996	2,19,920	..	..	2,80,171
5	Guntoor	97,825	13,475	3,14,117	..	..	4,25,417
6	Nellore	2,00,673	1,46,551	93,570	..	99,486	5,40,280
7	Chingleput	26,346	2,38,372	1,15,102	..	..	3,79,820
8	North Arcot	..	21,045	..	..	..	21,045
9	South Arcot	82,832	1,50,823	47,772	49,911	15,840	3,47,178
10	Tanjore	3,87,385	1,12,191	12,000	12,120	..	5,23,696
11	Madura	2,32,717	61,854	58	..	..	2,94,629
12	Tinnevelly	2,90,901	60,072	..	..	..	3,50,973
13	Canara..	1,98,437	..	2,64,775	..	..	4,63,212
14	Malabar	2,39,434	48,528	52,132	..	..	3,40,094
15	Madras	1,16,418	69,213	3,13,080	..	1,11,050	6,09,761
	Total	22,57,031	10,06,843	16,40,564	63,831	2,51,576	52,19,845

Enclosure No. 18.

Salt Sales for Fusly 1261.

	Districts.	For Consumption in the District.	For other Districts.	For Foreign States.	French Government.	Export by Sea.	Total.
		Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.
1	Ganjam	25,717	95,533	2,85,917	..	..	4,07,168
2	Vizagapatam	1,54,569	5,181	1,589	..	..	1,61,339
3	Rajahmundry	1,91,136	3,713	14,581	1,440	81,200	2,92,071
4	Masulipatam	57,906	8,778	1,77,114	..	..	2,43,798
5	Guntoor	98,658	14,012	2,25,828	..	..	3,38,497
6	Nellore	2,03,927	1,89,087	1,66,174	..	1,61,200	7,20,388
7	Chingleput	33,817	3,47,746	1,66,683	..	..	5,48,246
8	South Arcot	91,980	1,04,587	69,838	24,870	..	2,91,274
9	Tanjore	3,90,812	1,27,089	12,720	13,080	..	5,43,701
10	Madura	2,54,959	1,11,280	90	..	..	3,66,329
11	Tinnevelly	3,01,647	58,653	..	..	..	3,60,300
12	Canara..	2,00,761	..	2,43,507	..	..	4,44,268
13	Malabar	2,39,765	34,090	51,835	..	..	3,25,690
14	Madras	1,37,205	42,648	2,41,131	..	6,000	4,26,984
	Total	23,82,859	11,42,397	16,57,007	39,390	2,48,400	54,70,053

Enclosure No. 19.

Salt Sales for Fusly 1262.

	Districts.	For Consumption in the District.	For other Districts.	For Foreign States.	French Government.	Export by Sea.	Total.
		Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.	Ind. Mnds.
1	Ganjam	45,322	78,432	2,54,563	..	..	3,78,318
2	Vizagapatam	1,71,268	4,834	1,183	..	..	1,77,285
3	Rajahmundry	2,01,781	17,546	27,249	1,440	19,916	2,67,931
4	Masulipatam	44,246	3,904	93,467	..	..	1,41,617
5	Guntoor	88,832	30,050	4,91,008	..	..	6,09,890
6	Nellore	2,03,938	2,08,240	89,564	..	55,650	5,57,392
7	Chingleput	32,529	2,17,544	1,68,538	..	..	4,18,612
8	South Arcot	58,862	78,562	55,350	43,848	3,000	2,39,622
9	Tanjore	3,71,106	1,01,944	12,120	12,840	1,800	4,99,810
10	Madura	2,69,016	1,13,876	112	..	..	3,83,004
11	Tinnevelly	3,12,726	43,689	..	..	..	3,56,415
12	Canara..	1,92,764	..	2,67,514	..	..	4,60,278
13	Malabar	2,48,534	37,229	47,289	..	..	3,33,052
14	Madras	1,25,429	92,943	2,33,483	..	11,700	4,63,554
	Total	23,66,353	10,28,793	17,41,440	58,128	92,066	52,86,780

No. 20.—Mr. F. N. Maltby's Letter on Excise in Canara.

No. 21.—Minute of Mr. J. Goldingham, Second Member of the Board of Revenue.

No. 22.—Minute of Mr. E. Maltby, Third Member of the Board of Revenue.

No. 23.—Letter from Mr. W. Knox, Acting Collector of Ganjam.

See Appendices E, Nos. 17, 33, 34, and 19 of the Report.

Enclosure No. 24.

Convention between Great Britain and France, signed at London on the 7th of March, 1815.

TRANSLATION.

In the Name of the Most Holy and Undivided Trinity.

The trade in salt and opium throughout the British Sovereignty in India, having been subjected to certain Regulations and Restrictions, which, unless due provision be made, might occasion differences between the subjects and agents of His Britannic Majesty and those of His Most Christian Majesty, their said Majesties have thought proper to conclude a Special Convention for the purpose of preventing such differences, and removing every cause of dispute between their respective subjects in that part of the world, and in this view, have named for their respective Plenipotentiaries, viz., His Majesty the King of the United Kingdom of Great Britain and Ireland, Robert, Earl of Buckinghamshire, a Peer of the United Kingdom, one of His Majesty's Most Honourable Privy Council in England and in Ireland, and President of the Board of His Majesty's Commissioners for the affairs of India—and His Majesty the King of France and Navarre, the Sicar Claude Louis de la Chatre, Descendant of the Princes of Deals, Count de la Chatre, Commander of the Royal and Hospitable Orders of Saint Lazarus and of Mount Carmel, Honorary Commander of the Order of Malta, Knight of the Royal and Military Order of Saint Louis, Lieutenant-General of His Armies, and His Ambassador Extraordinary and Plenipotentiary at the Court of London—who, after having communicated to each other their respective full powers, found in good and due form, have agreed upon the following Articles:—

Article I.—His Most Christian Majesty engages to farm to the British Government in India, the exclusive right to purchase, at a fair and equitable price to be regulated by that which the said Government shall have paid for salt in the districts in the vicinity of the French possessions on the coasts of Coromandel and Orixa respectively, the salt that may be manufactured in the said possessions, subject, however, to a reservation of the quantity that the agents of His Most Christian Majesty shall deem requisite for the domestic use and consumption of the inhabitants thereof, and upon the condition that the British Government shall deliver in Bengal to the agents of His Most Christian Majesty the quantity of salt that may be judged necessary for the consumption of the inhabitants of Chandernagore, reference being had to the population of the said settlement,—such delivery to be made at the price which the British Government shall have paid for the said article.

Art. II.—In order to ascertain the prices as aforesaid, the official accounts of the charges incurred by the British Government for the salt manufactured in the districts in the vicinity of the French settlements on the coasts of Coromandel and Orixa respectively, shall be open to the inspection of a commissioner to be appointed, for that purpose, by the agents of His Most Christian Majesty in India, and the price to be paid by the British Government shall be settled according to an average, to be taken every three years, of the charges, as aforesaid, ascertained by the said official accounts, commencing with the three years preceding the date of the present Convention.

The price of salt at Chandernagore to be determined, in the same manner, by the charges incurred by the British Government for the salt manufactured in the districts nearest to the said settlement.

ART. III.—It is understood that the salt works in the possessions belonging to His Most Christian Majesty shall be and remain under the direction and administration of the agents of His said Majesty.

ART. IV.—With a view to the effectual attainment of the objects in the contemplation of the High Contracting Parties, His Most Christian Majesty engages to establish in His possessions on the coasts of Coromandel and Orixa, and at Chandernagore in Bengal, nearly the same price for salt as that at which it shall be sold by the British Government in the vicinity of each of the said possessions.

ART. V.—In consideration of the stipulation expressed in the preceding Articles His Britannic Majesty engages that the sum of four* lacs of Sicca rupees shall be paid annually to the agents of His Most Christian Majesty duly authorized, by equal quarterly instalments, such instalments to be paid at Calcutta or Madras, ten days after the bills that may be drawn for the same by the said agents shall have been presented to the Government of either of those Presidencies, it being agreed that the rent above stipulated shall commence from the 1st of October, 1814.

* * * * * * *

Done at London this 7th day of March, in the year of Our Lord one thousand eight hundred and fifteen.

L. S. BUCKINGHAMSHIRE.
L. S. LE COMTE DE LA CHATRE.

(A true Copy.)

HOLT MACKENZIE,
Acting Secretary to the Madras Government.

Convention between the Governments of Madras and Pondicherry, signed at Pondicherry, on the thirteenth day of May, 1818.

With a view to carry into full and complete effect, the object of those terms of the Convention between Great Britain and France, signed at London on the 7th of March, 1815, which regard the trade in salt throughout the British Sovereignty in India, the following Articles have been agreed upon by His Excellency Andre Julien Count Du Puy, Peer of France, Great Officer of the Royal Order of the Legion of Honour, and Mr. Joseph Francois Dayot, Chevalier of the said Order, Administrators General of the French Establishments in India: and Captain James Stuart Fraser, Commissioner on the part of the British Government, for conducting the transfer of such of those possessions as have heretofore been dependant upon the Presidency of Fort St. George.

ARTICLE I.—The manufacture of salt shall cease throughout the whole of the French establishments in India, during the continuance of the Honourable Company's present Charter.

ART. II.—The French Government guarantee the strict observance of the above stipulation, and the further adoption of all such measures as depend upon them for ensuring the effectual prevention of the contraband trade in salt.

ART. III.—The Madras Government engages to pay to the French Government, as an indemnification to the proprietors of the salt pans, the sum of four thousand star pagodas per annum, during the continuance of the Honourable Company's present Charter, if this Convention be ultimately ratified.

ART. IV.—The above stipulated sum of four thousand star pagodas per annum, shall be paid by quarterly instalments, and be considered to have commenced from the 1st of January last.

ART. V.—The Madras Government engages, independently of further confirmation, to pay the sum of four thousand star pagodas to the French Government for one year from the 1st of January last, and to continue to fulfil the same engagement until the determination of the Supreme Government, or eventually, of the authorities in Europe, shall be officially notified to the French Government in India.

ART. VI.—The British Government engages to deliver such a quantity of salt, as shall be requisite for the domestic use and consumption of the inhabitants of the French settlements in India, the purchase, delivery, and subsequent sale

* NOTE.—Besides this we pay them 14,000 rupees a-year as compensation for giving up their own salt pans; allowed them by Article 3.—W. H. B.

of the said quantity, being regulated according to the stipulations contained in Articles 1st, 2nd, and 4th of the Convention of the 7th of March, 1815.

ART. VII.—The present Convention shall be ratified and exchanged with the least possible delay.

Done at Pondicherry this thirteenth day of May, in the year of Our Lord one thousand eight hundred and eighteen.

JAMES STUART FRASER,
LE CTE. DU PUY,
J. DAYOT.

Ratified by the Government of Fort St. George according to the terms of the fifth Article, this twenty-third day of May, in the year of Our Lord one thousand eight hundred and eighteen.

H. ELLIOT,
R. FULLERTON,
R. ALEXANDER.

By the Right Honourable the Governor in Council.

G. STRACHEY, *Chief Secretary.*

Convention between the Governments of Madras and Pondicherry for the renewal of the Convention of the 13th of May, 1818, concluded between his Excellency the Marquis de Saint Simon, Major-General, Peer of France, Great Officer of the Royal Order of the Legion of Honour, Governor of the French Establishments in India; and John Dent, Esquire, Principal Collector of the Southern Division of Arcot.

ARTICLE I.—The whole of the salt pans situated throughout the French establishments in India shall continue in a state of inactivity as heretofore.

ART. II.—The French Government guarantee the strict observance of the above stipulation, and the further adoption of all such measures as depend upon them for ensuring the effectual prevention of the contraband trade in salt.

ART. III.—The Madras Government engages to pay to the French Government, as an indemnification to the proprietors of the salt pans, the sum of four thousand star pagodas per annum.

ART. IV.—The above stipulated sum of four thousand star pagodas per annum shall be paid by quarterly instalments.

ART. V.—The British Government engages to deliver such quantity of salt as shall be requisite for the domestic use and consumption of the inhabitants of the French settlement in India, the purchase, delivery and subsequent sale of the said quantity, being regulated according to the stipulations contained in the Convention of the 7th of March, 1815.

ART. VI.—The expenses incurred for the transport of salt having been hitherto borne equally by the English and French Governments, it is agreed that they shall continue to be so during the present Convention.

ART. VII.—It shall be optional with either the English or French Government to withdraw from the present Convention on giving twelve months' previous notice.

ART. VIII.—The present Convention shall be ratified with the least possible delay.

Done at Pondicherry this first day of June, in the year of Our Lord one thousand eight hundred and thirty-seven.

(Signed) J. DENT, *Principal Collector.*

Ratified by the Government of Fort St. George this eighteenth day of July, in the year of Our Lord one thousand eight hundred and thirty-seven.

ELPHINSTONE,
P. MAITLAND.
J. SULLIVAN.

By the Right Honourable the Governor in Council.

H. CHAMIER, *Chief Secretary.*

Enclosure No. 25.

To Sir H. C. Montgomery, Bart., Chief Secretary to Government.

Sir, *Madras, Marine Board Office, June 7*, 1854.

Adverting to extract from minutes of consultation of the 3rd instant, No. 637, and to the letter from the Marine Board of the 31st of the previous month, therein read, noticing that there were several vessels in the roads available for the conveyance of salt to Calcutta, if immediate steps were taken to secure them, I am now desired to state, that they have all sailed for Calcutta direct.

2. In making inquiries on the subject the Board learned that there existed an objection on the part of traders to load salt on account of Government, and that they preferred taking it on private account. It appears that when taken for Government, it has to be landed at a particular place called the Salt Golahs, not only at the expense, but at the risk, of the ship. The salt is taken charge of by Government servants, and payment being made on their receipts, the per centage of loss on a cargo is invariably found to be more than when landed by private individuals. This is one objection. Another is, that vessels have to undergo the risk and expense of two removals; the first to the salt golahs, the second back again to the ordinary moorings. No vessel can be moored off Calcutta without having the Harbour Master or one of his assistants on board.

3. When, on the other hand, vessels take salt on private account they at once proceed to the berth they intend to occupy during their stay at the port, thus escaping one removal. Purchasers weigh the salt on board the ship, and remove it at their own expense and risk. The advantage is evidently on the side of the transport of salt on private account, the more particularly as the price charged for it on this coast, under such circumstances, is only fifteen rupees per 100 Indian maunds, while 25 rupees is the cost of the same quantity when taken for Government, the difference in price being about equivalent to the average differences (so the Board understand) between the price given by the Bengal Government for the indent salt (60 rupees) and the market price at Calcutta. Vessels loading on private account, therefore, avoid the risk, delay, and expense of moving twice in a river with a dangerously rapid current, as well as the loss on the out-turn, and the risk and expense of landing their cargo. Yet, with all these advantages, it is still seen that there is not sufficient inducement for vessels to convey to Calcutta as much salt as is required for that Presidency. The Board would suggest, therefore, that the cost on taking it in should be somewhat lowered, if only as an experiment, during such time as a scarcity of the article prevails at Calcutta.

I have, &c.,

John J. Franklin,
Secretary, Marine Board.

Enclosure No. 26.

AVERAGE Selling Prices of Salt per Garce.

		Monopoly Rate.	Ganjam.	Vizagapatam.	Rajahmundry.	Masulipatam.	Guntoor.	Nellore.	Cuddapah.	Dellary.	Chingleput.	Madras.	N. Arcot.	S. Arcot.	Tanjore.	Salem.	Trichinopoly.	Madura.	Tinnevelly.	Malabar.	Coimbatore.	Canara.
A.D.	Fuslies.	Rs.	Rs.	Rs.	Rs.	Rs	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1816—17	1226	105	139	121	151	153	127	125	183	..	132	...	152	139	131	199	166	167	146	210	229	135
1817—18	1227	105	139	122	156	159	123	136	189	...	137	...	166	145	135	201	171	164	145	208	218	137
1818—19	1228	105	138	126	166	159	136	151	196	..	155	...	189	145	135	204	181	166	146	208	215	140
1819—20	1229	105	141	184	175	158	145	143	195	...	153	...	200	139	138	203	189	171	144	208	234	137
1820—21	1230	105 and 70	113	100	180	151	141	137	193	270	242	100	256	191	125	190	197	183	109		294	141
1821—22	1231	70	92	92	108	105	125	118	182	320	124	79	150	132	126	155	131	184	115	...	251	139
1822—23	1232	70	110	90	100	203	126	113	183	252	120	79	144	106	127	196	158	142	116	181	235	120
1823—24	1233	70	102	93	97	130	124	134	193	229	114	79	171	129	118	201	167	126	116	159	280	122
1824—25	1234	70	102	92	99	136	128	133	251	290	113	94	198	128	118	241	136	126	117	137	283	124
1825—26	1235	70	102	93	99	137	132	135	195	210	108	92	158	120	118	185	166	124	108	116	240	127
1826—27	1236	70	101	93	97	132	129	123	178	...	110	93	153	121	117	174	161	120	122	115	216	121
1827—28	1237	70 and 105	96	80	94	122	111	113	159	139	155	119	178	116	138	174	170	133	126	131	206	110
1828—29	1238	105	144	108	124	183	164	151	195	141	155	145	200	162	181	231	208	172	164	159	277	136
1829—30	1239	105	139	112	125	170	155	153	220	265	149	143	189	158	171	225	206	168	161	167	243	138
1830—31	1240	105	142	121	125	168	156	153	212	232	147	136	170	153	165	212	204	176	161	168	237	133
1831—32	1241	105	136	120	124	...	146	158	208	230	149	126	169	145	201	218	188	159	162	181	244	134
1832—33	1242	105	161	124	120	162	119	154	281	297	149	125	168	141	208	213	205	167	156	130	241	135
1833—34	1243	105	158	119	117	162	117	169	276	346	146	125	203	145	195	230	208	163	151	141	228	133
1834—35	1244	105	174	123	120	162	153	152	216	289	140	125	173	147	124	196	211	164	153	144	211	134
1835—36	1245	105	173	122	126	162	143	152	211	263	132	125	158	141	176	178	200	...	150	139	236	132
1836—37	1246	105	159	120	125	...	140	150	192	257	136	125	158	140	189	195	184	162	147	137	229	136
1837—38	1247	105	160	119	125	120	140	119	203	248	151	125	194	147	190	226	188	170	147	140	235	133
1838—39	1248	105	167	118	119	120	138	150	222	276	153	125	189	145	153	216	180	163	147	138	223	134
1839—40	1249	105	161	123	140	117	136	150	225	278	149	125	188	168	158	212	179	167	142	137	228	135
1840—41	1250	105	157	120	125	120	137	147	212	244	146	125	172	147	152	209	176	152	144	138	218	132
1841—42	1251	105	157	120	126	120	135	150	198	233	150	132	174	146	152	199	174	153	144	138	213	130
1842—43	1252	105	158	119	126	120	136	150	203	230	148	125	176	143	156	203	176	150	143	134	218	130
1843—44	1253	105 and 180	182	116	134	110	163	178	227	257	176	124	210	161	176	224	200	175	161	162	246	145
1844—45	1254	180 and 120	174	158	118	166	155	166	242	275	169	...	204	164	169	219	202	174	157	188	266	162
1845—46	1255	120	172	139	131	150	154	176	219	284	156	154	193	157	166	222	191	172	152	179	242	149
1846—47	1256	120	180	139	133	150	156	163	223	268	165	154	220	161	166	245	190	174	155	185	267	151
1847—48	1257	120	177	141	136	150	155	159	221	267	164	154	218	162	167	242	202	190	160	175	258	154
1848—49	1258	120	179	139	135	150	156	159	215	262	155	154	151	162	167	218	186	180	155	173	226	142
1849—50	1259	120	162	137	135	150	155	159	207	255	157	154	153	159	162	213	185	173	154	172	227	146
1850—51	1260	120	156	137	137	150	158	159	218	251	159	167	152	157	164	219	128	171	153	171	234	145
1851—52	1261	120	164	141	133	150	154	161	213	251	168	167	168	163	150	222	179	155	154	170	226	145
1852—53	1262	120	174	150	135	159	151	162	223	251	168	172	156	165	143	212	170	157	159	177	211	146

APPENDIX C.

Reports of the District Officers supplying the information called for in the Salt Commissioner's Letter to the Chief Secretary to Government—No. 2, dated the 24th of March, 1854 (vide Appendix A, No. 1.)

No. I.—Circular from the Board of Revenue to the Commissioner of the Northern Circars and the Collectors of Salt Manufacturing Districts, dated the 6th of April, 1854.

No. II.—Reply of the Commissioner of the Northern Circars, dated the 25th of April, 1854.

Enclosure.

No. 1. Memorandum regarding the Manufacture and Sale of Salt in the Northern Circars.

No. III.—Reply of the Acting Collector of Ganjam, dated the 25th of April, 1854.

Enclosures.

No. 1. From W. Knox, Esq., Principal Assistant Collector of Ganjam, to A. P. Onslow, Esq., Collector of Ganjam. No. 149, dated 23rd June, 1852.

No. 2. From ditto to ditto, No. 158, dated 16th of July, 1852.

No. 3. List of Salt Establishment in the District of Ganjam.

No. 4. Statement showing the quantity of Wastage in each set of Salt Pans, in the District of Ganjam, for five fuslies, from 1258 to 1262.

No. 5. Statement showing the particular items of charges incurred for the Salt Manufacture, in the District of Ganjam, during a period of ten years, ending in fusly 1262.

No. 6. Statement showing the Quantity of Salt produced in each set of Salt Pans, in the District of Ganjam, during a period of ten years, from fusly 1253 to 1262 inclusive.

No. IV.—Reply of the Acting Collector of Ganjam, dated 31st May, 1854.

Enclosure.

No. 1. Replies to Queries regarding Salt, by J. Fraser, Esq., Acting Principal Assistant Collector of Ganjam, dated 26th May, 1854.

No. V.—Reply of the Collector of Vizagapatam, dated 28th April, 1854.

No. VI.—Reply of the Collector of Rajahmundry, dated 24th April, 1854.

Enclosures.

No. 1. Replies to Queries proposed in the Board's Circular of the 6th April, 1854.

No. 2. Replies to Salt Queries, dated 15th May, 1854.

No. VII.—Reply of the Collector of Masulipatam, dated 21st April, 1854.

Enclosures.

No. 1. Statement showing the extent of Manufactured and Spontaneous Salt produced in Masulipatam District, from fusly 1253 to 1262.

No. 2. Statement of Moyenzabitah of Salt Department in the Zillah of Masulipatam.

No. 3. Statement showing the amount realized from the Sale of Smuggled Salt, from fusly 1258 to 1262.

No. 4. Statement showing the Quantity of Salt sold for Home Consumption, and the estimated Consumption per head in the District of Masulipatam, from fusly 1258 to 1262.

No. 5. Statement showing the Wastage upon each Garce of Manufactured and Spontaneous Salt, in the Zillah of Masulipatam, from fusly 1253 to 1262.

No. 6. Statement showing the Quantity of Salt produced, and the different items of Expenses incurred in fusly 1262, in the District of Masulipatam.

No. VIII.—Reply of the Acting Collector of Guntoor, dated 5th May, 1854.

Enclosures.

No. 1. Paper containing Answers to the Queries relative to the Salt Department referred to in the foregoing Letter.

No. 2. Statement A, showing the Quantity of Salt Manufactured and Sold at each Store in the Guntoor District, for the past ten years.

No. 3. Statement B.—List of Salt Establishment in the Guntoor District, as it stood on the 31st March, 1854—fusly 1263.

No. 4. Statement C, showing the Salt Sales in the Guntoor District, from fusly 1253—1843-44 to 1262—1852-53.

No. 5. Statement D, showing the Quantity of Salt Sold in the Guntoor District and the Wastage thereon, from fusly 1253 to 1262.

No. IX.—Reply of the Collector of Nellore, dated 22nd April, 1854.

Enclosures.

No. 1. Statement showing the Salt Establishment in the District of Nellore.

No. 2. Statement showing the Duties of each Class of Servants.

No. X.—Reply of Acting Collector of Chingleput, dated 17th May, 1854.

Enclosures.

No. 1. Statement A, of Salt Sold in Zillah Chingleput, from the commencement of the Monopoly.

No. 2. Statement B, showing the Manufacture and Sale of Salt at each of the Pans, from fusly 1258 to 1262, in the Zillah of Chingleput.

No. XI.—Reply of the Collector of South Arcot, dated 21st April, 1854.

Enclosures.

No. 1. Replies of the Collector of South Arcot to the Queries regarding the Salt Department.

No. 2. Statement of the Servants comprising the Salt Establishment in the Southern Division of Arcot, and their Duties.

No. XII.—Reply of the Collector of Tanjore, dated 29th April, 1854.

Enclosures.

No. 1. Statement of Salt Moyenzabitah.

No. 2. A Specimen of Daily Cooroopoo Accounts of Salt Manufacture and Sale in Ackarapootoor Pan, at Negapatam.

No. XIII.—Reply of the Collector of Madura, dated 28th April, 1854.

Enclosures.

No. 1. Statement of Moyenzabitah of Salt Establishment of the District of Madura, for April, 1854.

No. 2. Statement showing the Average Cost to Government per Garce of Salt, during fusly 1258 to 1262.

No. 3. Statement showing the extent of Land used for Salt Manufacture, and Average Quantity of Salt per Cawny.

No. XIV.—Reply of the Collector of Tinnevelly, dated 4th May, 1854.

Enclosure.

No. 1. From F. S. Child, Esq., Head Assistant Collector of Tinnevelly, to C. J. Bird, Esq., Collector of Tinnevelly. No. 1, dated 1st May, 1854.

No. XV.—Reply of the Collector of Canara, dated 1st May, 1854.

Enclosures.

No. 1. List of Servants employed in the Salt Department in the Zillah of Canara, signed C. F. Chamier, Esq., Head Assistant Collector of Canara.

No. 2. Statement showing the Wastage incurred on Salt, in the District of Canara, for fusly 1262—1852-53. Signed Do.

No. 3. Statement showing the per centage of Salt Wastage in the Canara District, upon an average of ten years. Signed Do.

No. XVI.—Reply of the Collector of Malabar, dated 21st April, 1854.

No. XVII.—Reply of the Acting Collector of Madras, dated 13th April, 1854.

Enclosures.

No. 1. Statement showing the Quantity of Salt Produced in each Village, from fuslies 1258 to 1262, both inclusive, and its average in the Collectorate of Madras.

No. 2. Binding Agreement of the Salt Manufacture for Fusly 1263.

No. 3. List of Establishment.

No. 4. Memo.—Cost per Garce at the Madras Cotaurs.

No. 5. Replies to the Queries circulated by the Board of Revenue, dated 6th instant.

Appendix C.—No. 1.

CIRCULAR.

From W. H. Bayley, Esq., Secretary to the Board of Revenue,

To the Commissioner of the Northern Circars and the Collectors of Salt Manufacturing Districts.

Revenue Board Office, Fort St. George, April 6, 1854.

Revenue Department.

Paragraph 1. I am directed by the Board of Revenue to circulate the following queries, and to request that you will furnish replies to them at the earliest period in your power. The information is required for Mr. Plowden, who has intimated to Government that he expects to be at Madras on, or about, the 12th instant. If there is likely to be any delay in preparing any of the replies, these may be sent subsequently.

1. The nature of the country in, and adjoining to, which the manufacture of salt is carried on; the average annual produce of the district; the extent of land occupied by pans, and the quantity that can be made on a given area of land; also what additional land there is capable of being converted into pans, supposing the manufacture not to be limited to particular localities.

2. The manufacturers, who they generally are, their rights and privileges, and the arrangements and terms upon which they carry on the manufacture.

3. The extent of manufacture of "earth salt," or of spontaneous or swamp salt, its selling price, and mode of manufacture.

4. The process of manufacture of sea salt, the places and mode of stowage, and the method of keeping an account of the produce, so as to secure the whole being accounted for.

5. Whether the salt is ever actually sold by *weight*, and on what occasions.

6. The mode of protecting the revenue.

7. The entire agency, covenanted and uncovenanted, and all establishments, ministerial, manufacturing, and preventive, employed in each district, with a description of the duties of each class of officers.

8. The extent of smuggling, and the modes in which it is principally carried on, with the grounds for believing it to be great or small.

9. The mode in which, and the persons through whom, the internal consumption is supplied; the quantity of salt, indigenous and foreign, consumed internally, and the amount of revenue derived from each kind; the purity and impurity of the salt supplied by the dealers for internal consumption; the estimated consumption of salt per head per annum, and on what data it is framed.

10. The mode in which, the persons through whom, and the arrangements under which exportations by sea are carried on; the places to which the exportations are made; the quantity exported, and the amount of revenue derived from the export to each place; the quantity supplied to the French Government, and the terms on which it is supplied.

11. The average wastage upon each garce of salt manufactured in the district, after it has been measured and carried to account.

12. The average cost to Government of each garce of salt, and the particulars of the same, each item of charge, with the amount, being shown distinctly

13. The cost at which it could be made were it left entirely to the people without any Government interference.

14. The names of the places where salt is manufactured; the average extent of ground cultivated at each, with the out-turn and sale, and the distance each set of pans is from the other.

Replies required to this query only from Malabar and Canara.

15. The places from which salt is imported by sea or by land, the quantity imported, and the amount of revenue derived from the imports from each place, and the price paid by Government for Bombay salt.

2. If it appears to you that any of these questions can be distinctly and fully answered by reference to any particular letter or statement from your district furnished to the Board, you can refer to the correspondence (quoting it), and merely give the substance of the reply.

I have, &c.,

W. H. Bayley, *Secretary.*

Appendix C.—No. 2.

To W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Commissioner's Office, Vizagapatam, April* 25, 1854.

I am directed by the Commissioner to forward the accompanying Memorandum on the subject of the salt manufacture and sales in the Northern Circars, which may afford Mr. Plowden, the Special Commissioner, a general view of the salt operations in these districts.

H. Newill, *Assistant Commissioner, Northern Circars.*

Enclosure, No. 1.

Memorandum by Mr. H. Newill regarding the Manufacture and Sale of Salt in the Northern Circars, prepared with reference to the Board's Circular Order of the 6th instant.

Commissioner's Office, Vizagapatam, April 25, 1854.

Query 1. The salt pans in the Northern Circars are generally situated in marshy ground on the sea coast, often very little, if at all above the level of high water mark. There is generally a bank of drifted sand along the shore which helps to protect the ground from inundation from the sea, and further inland there is a belt of high sandy ground running nearly parallel to the coast, which shuts out the land-floods from the pans. The country in which the salt pans are situated is sometimes an extensive waste of swampy ground, on which only here and there a few miserable hamlets of fishermen or toddy drawers are to be seen, with the exception, perhaps, of a large and populous village, in which is the salt cutcherry, &c. The country further inland and adjacent to the locality of the salt manufacture is generally populous and fertile, particularly the deltas of the Godavery and Kistnah. The parts of the coast districts further removed from the sea are generally hilly, and not so thickly populated, and, in the more northern part of the Circars, are inhabited by the rude hill tribes. The quantity of salt produced in a given area will depend upon the mode in which the water is supplied in the pans for evaporation, partly upon the consistency of the earth forming the pans, and more particularly upon the season being favourable or otherwise. It is usual to produce several successive crops in the same pans in preference to continuing the concentration of the saline matter throughout the season before allowing it to crystalize, but there are no accounts at hand to show the quantity made in any given space. The quality of the salt water used will affect the out-turn whether taken direct from the sea or from creeks, which receive the drainage of rain water, or from pits dug a few feet below the surface which yield more saline matter than the sea water. The extent of land occupied by pans is not known in this office. Additional lands could, in places, be converted into pans both at existing and abolished stores, and in other places. The following is a statement of the salt produced in the five districts of the Northern Circars in the last five years :—

Fuslies.	Ganjam.	Vizagapatam.	Rajahmundry.	Masulipatam.	Guntoor.	Total.
1	2	3	4	5	6	7
	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
1258	1,42,693	1,35,096	2,07,384	3,12,443	4,14,342	12,11,958
1259	3,02,320	1,14,836	2,57,810	3,32,200	5,43,448	15,50,614
1260	2,91,824	2,06,097	2,01,336	1,58,100	1,96,458	9,57,579
1261	3,91,997	1,09,681	2,22,746	89,199	5,02,593	13,16,216
1262	6,91,358	2,47,075	3,66,708	6,29,202	6,15,859	25,50,202

2. Merassy rights in salt are scarcely known in the Northern Circars. In general the manufacturers possess a prescriptive right of occupancy in their

pans similar to that in which the lands assessed to land revenue are held. The pans form a valuable and saleable property in some places. The extent of manufacture is limited by the demand of the Government. The ryots receive a certain rate per garce, varying from 7 rs. to 4, as per following statement,

	Districts.	Cotaurs.	Rate payable to the Ryot per Garce.
			Rupees.
1	Ganjam	Ganjam	6
		Munsoorcottah	7
		Nowpaudah	4
		Ummeravilly	5
2	Vizagapatam	Carrassah	6
		Nellimookoo	6
		Conadah	6
		Cooppili	6
3	Rajahmundry	Pittapoor	5½
		Mogultore	6½
4	Masulipatam	Pondrakah	By daily Cooly labour at 2 annas each.
		Inoogoodoor	7
5	Guntoor	Chinna Ganjam	7
		Pedda Ganjam	7
		Nizampatam	7
		Parali	7

except in Masulipatam where the salt is made by daily cooly labour. Spontaneous salt is paid for at 1 rupee per garce. The ryots deliver the salt into the yards where it is stored. If more salt is made than is sanctioned upon the estimate at the beginning of the season the manufacturers are paid at a reduced rate for the excess, or the salt is destroyed.

3. Spontaneous salt is made use of by Government only in the Masulipatam district, where there are great facilities for its production. In Fusly 1262, 4,13,094 maunds were stored. It is paid for at the rate of 1 rupee per garce. Facilities exist for its production in the other districts to a great extent, but it is not allowed to be made, and is carefully destroyed when found. It is formed in large swamps and alluvial tracts, near the mouths of rivers, under the influence of the tides, the only steps requisite for its production, being the regulation of the salt water by temporary banks, so as to secure a sufficiency. It is at first let in to the depth of about two feet. There is only one crop of this salt in the season. The spontaneous salt is sold at the same rates as the manufactured salt, and is purchased as freely, or more so, by the traders, as it is subject to less waste in the carriage.

4. The salt is manufactured in pans formed in the soil. These are put in order about December, after the rains are over. The pans are supplied with salt water by channels from the sea or creeks, or else from salt water wells or pits made in their vicinity. About 4 or 5 inches depth of water is run into the pans and allowed to soak in the ground for 2 or 3 days, and the bottom is then well trodden down and the divisions arranged, this is then gone through a second time. After the pans have dried for about 8 or 10 days, about 3 inches of water is again let into them, and while the ground is still moist, the muddy bottom is beaten down with rammers into a hard consistence. These pans are then supplied with the water which has been kept in larger pans adjoining, for the 10 or 15 days during which the smaller pans were being prepared. The water in the latter evaporates in about 4 or 5 days more, and the first crop is produced, and taken out, and put upon the banks subdividing the pans. The first crop is not generally good, both as regards the size of the crystals and the whiteness of the salt. Three or four crops are taken in succession, and after the 4th, the pans generally require to be again subjected to the process of ramming, and reducing the bottom to a hard consistence. The salt produced after this operation is superior in quality and the size of the crystals, and also in quantity to that previously obtained. The manufacture is carried on from February to June, when the rains put a stop to it; the salt is often injured during the manufacture by strong winds bringing the dust or sand to the pans or by falls of rain, though it is said that, after a single fall of rain the pans if allowed to dry for 10 days produce a superior crop in quality and quantity. There are from 15 to 20 crops during the season when favourable. The salt is stored in numerous yards

consisting of raised platforms in the locality of the pans. It is made into heaps of 10 garce and thatched over. It was formerly 20 garce. The number of the yards to each cotaur is given below.

No.	Districts.	Cotaurs.	Number of yards.		
			Manufactured Salt.	Swamp Salt.	Total.
1	Ganjam	Ganjam	1	..	1
		Nowpaudah ..	2	..	2
		Ummeravilly ..	3	..	3
		Munsoorcottah ..	2	..	2
2	Vizagapatam ..	Cooppili ..	1	..	1
		Conadah ..	3	..	3
		Nellimookoo ..	7	..	7
		Carassah ..	2	..	2
3	Rajahmundry ..	Pittapoor ..	23	..	23
		Mogultore ..	1	..	1
4	Masulipatam ..	Pondrakah ..	5	49	54
		Inoogoodoor ..	3	9	12
5	Guntoor	Chinna Ganjam ..	17	..	17
		Nizampatam ..	7	..	7
		Total ..	80	58	138

The salt is carried to the yards as soon as it is taken out of the pans, each manufacturer's produce being kept in a separate heap, which is stamped in several places with large Government seals, so as to prevent the possibility of the heap being disturbed without detection. Peons are appointed to watch the pans, and to see that all the salt finds its way direct to the yards. After the manufacture of the year is finished, each person's produce is measured into store by the native servants, under such arrangements as the Collector thinks proper to make to prevent fraud. It was customary formerly to allow the produce of one year, to remain in the yards till the next season, in order that the salt might be stored in a drier state, but this objectionable practice, which afforded the means of fraud and embezzlement, has been discontinued, and the manufacture is generally stored within July or August, or September at the latest, the Government order requiring it, if possible, to be completed by the end of the Fusly. In measuring the salt into store, it was formerly usual to allow the mercal measure to be heaped so as to provide for wastage, but by the present standing rules, the measure is required to be struck even with the top for storing as well as for sale. The salt is frequently stored under the immediate supervision of one of the Collector's covenanted assistants.

5. Salt is never sold by weight.

6. The salt treasuries are guarded by peons under the orders of the thanadar. In Guntoor there is a small detachment of invalid Sepoys at the large stores of Chinna and Pedda Ganjam in that district.

7. The salt department is managed by the Collector and his assistants, there being no uncovenanted assistants employed as in Bengal. The following table describes the native offices and the salaries attached to them. The Ameen or thanadar is the head superintending officer who is assisted by the peishcar and goomastahs, in the preparation of accounts and sales of the salt, while the duffadars and peons are chiefly employed for guarding the same. The pay of the native establishment is altogether inadequate to the responsibilities of the duties, and a revision of the establishment is under consideration.

Number.	Districts.	Cotaurs.	Establishment.				Duffadars and Peons.		Total.	
			Thanadars or Ameens.		Peishcar and Goomastahs.					
			No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.	No. of Persons.	Monthly Salary.
	1	2	3	4	5	6	7	8	9	10
				Rs.		Rs.		Rs.		Rs.
1	Ganjam ..	Ganjam	1	25	1	5	25	76	27	106
		Nowpaudah	1	30	2	12	21	60	24	102
		Ummeravilly . ..	1	25	1	5	19	60	21	90
		Munsoorcottah ..	1	20	1	5	10	31	12	56
2	Vizagapatam .	Cooppili	1	25	2	14	11	33	14	72
		Conadah	1	30	1	3	3	12	5	45
		Nellimookoo ..	1	30	2	19	11	39	14	88
		Carassah	1	35	3	31	18	59½	22	125½
3	Rajahmundry ..	Pittapoor	1	60	5	65	38	160	44	285
		Mogultore .. .	1	50	4	55	38	162	43	267
4	Masulipatam ..	Pondrakah	1	60	4	38	38	169	43	267
		Inoogoodoor	1	30	2	20	22	99	25	149
5	Guntoor ..	Chinna Ganjam ..	1	60	10	114	56	301¾	67	475¾
		Nizampatam	1	40	6	74	34	173	41	287
		Total	14	520	44	460	344	1,435¼	402	2,415¼

8. The modes in which smuggling is carried on are,

1st. By the disposal of it during the manufacture before it is taken to the yards; in this, the manufacturers are the parties chiefly concerned, but they do not manage to elude the vigilance of the public servants so as to carry on this practice to any extent.

2nd. By the connivance of the public servants with the manufacturers, so as to sell, along with the old salt, a portion of the new salt in the yards previous to its being stored, the proceeds of this illicit transaction are enjoyed by the servants, the manufacturers also receiving a small share, and the purchasers are allowed some reduction from the regulated price to secure their silence on the subject.

3rd. By storing a garce or two in excess in a heap, upon the plea of covering wastage, before the sale of the salt, the excess being disposed of by the public servants to their own advantage.

4th. By entering a greater wastage in the returns than that which has actually occurred, and turning the difference to their own account as in the last case.

5th. By the use of swamp salt collected by parties on their own account in contravention of Section XIV, Regulation I, of 1805. The stricter supervision of the European authorities in Guntoor, Masulipatam, and Rajahmundry, as well as the recent investigation of salt abuses in Masulipatam, lead to the conclusion that smuggling is less practised in these districts than formerly. In Ganjam and Vizagapatam it is believed that illicit transactions are carried on to a much greater extent, and instances have come to notice of illicit manufacture having been in the former carried on, on a large scale, and in the face of the native servants whose connivance must have been secured. The stricter method of storing immediately at the close of the manufacture, instead of allowing the salt to remain in the yards a whole year without being stored, the reduction in the percentage of wastage have proved important checks to the 2nd, 3rd, and 4th modes of smuggling. In the 3 first named districts, the 1st and 4th modes are not, it is supposed, extensively practised, though in the other two districts, as above observed, it is found that they prevail to a greater extent. The statement appended to the reply to the next question, showing the quantity sold for home consumption compared with what is estimated as required by the population will also be found to bear out the above conclusions.

9. The salt is generally provided for the consumption of each district by a number of petty dealers, or in the parts more distant from the cotaurs by the resident merchants. The inland consumption of neighbouring districts and foreign states is supplied by lambadies, who carry it on bullocks to its destination. Carts are rarely used, as the roads do not admit of this mode of transit to the distant places to which it is conveyed. The Godavery Annicut channels have recently facilitated the carriage of it within that delta. No foreign salt is imported in the Northern Circars. Last year, however, there was an exception in the petty import of 690 maunds in Masulipatam, when the store was exhausted.

The following table shows the quantity of indigenous salt sold in each district for home and for inland consumption, and the revenue derived therefrom, based upon the average of the past 10 years :

	Districts.	Home Consumption.		Inland Consumption, including the Export by Sea.		Total.	
		Quantity of Salt.	Value.	Quantity of Salt.	Value.	Quantity of Salt.	Value.
1		2	3	4	5	6	7
		Mds.	Rs.	Mds.	Rs.	Mds.	Rs.
1	Ganjam	39,373	39,297	2,64,530	2,62,081	3,03,903	3,01,360
2	Vizagapatam	1,17,235	1,16,911	13,091	13,240	1,30,326	1,30,151
3	Rajahmundry.. ..	1,64,399	1,64,811	77,258	36,098	2,41,657	2,00,909
4	Masulipatam	53,230	53,646	2,29,160	2,26,615	2,82,390	2,80,261
5	Guntoor	96,004	96,600	2,96,994	2,90,466	3,92,998	3,87,066
		4,70,241	4,71,247	8,81,033	8,28,500	13,51,274	12,99,747

As regards the consumption per head of the population, it was found by careful investigations of the quantity used in several native families of the lower class during the Commissioner's two last circuits, that the average per diem for each member was 1r. 10a. weight, which gives 7 seers 25 tolas per head per annum. This result approximates to that arrived at by Colonel Cotton, who estimates 7 seers 40 tolas for each person for the year, but upon what data is not known. The former amount may be considered below the general average, as more salt is used by the wealthier part of the community. The following statement shows the quantity of salt sold in each district for its own consumption, and its amount per head of the population, compared with the requirements of the district, estimated upon the above data. In some small extent, salt sold for inland consumption may be used in the district without reaching its destination, but this by no means accounts for the great deficiencies which occur in some of the districts, which can only be accounted for, generally, by smuggling and illicit sales.

Districts.	On the Whole of the District.			Comparison of Cols. 3 and 4.			To each Ryot per Year.			
	Population, as per Census of Fusly 1260.	Quantity estimated by the Commissioner at 7·312 each person per year.	Charged to Home Consumption for 1263 Fusly.	Increase.	Decrease.	Centage.	Estimated Quantity, per Col. 3.	Home Consumption, per Col. 4.	Increase.	Decrease.
1	2	3	4	5	6	7	8	9	10	11
	No.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Seers.	Seers.	Seers.	Seers.
Ganjam	926,930	1,69,455	570	...	1,68,885	99—688	7—312	25	...	7—287
Vizagapatam ...	1,254,272	2,29,297	52,156	...	1,77,171	77—267	7—312	1—662	...	5—650
Rajahmundry ...	1,012,036	1,85,013	1,89,693	4,680	...	2—529	7—312	7—488	176	...
Masulipatam ...	520,866	95,221	63,086	...	32,135	33—737	7—312	4—845	...	2—467
Guntoor	570,083	1,04,219	95,650	...	8,569	8—222	7—312	6—711	...	601
Total	4,284,187	7,83,205	4,01,125	4,680	3,86,760	68—783	7—312	7—747	176	3—565

Net ... ... 3,82,080.

It is not an uncommon practice with the dealers to adulterate the salt, which thus becomes very impure before it is purchased for use.

10. The following figures shew the exports by sea to Calcutta and the quantity supplied to the French territory of Yanam, in the limits of the Rajahmundry district.

Fuslies.	Export by sea to Calcutta.	Quantity supplied to the French territory.
	Maunds.	Maunds.
1258	53,600	1,140
1259	60,000	1,800
1260	25,200	1,440
1261	81,200	1,440
1262	19,916	1,440

The exports to Calcutta are made by merchants on private trade. They are charged 18 rs. per garce which includes shipping charges; there is no official information to show the duty levied upon these cargoes in Calcutta. The salt is supplied to the French territory at 6 rupees per garce, which is simply the cost of manufacture.

11. The wastage entered in former years' accounts was considerable, and has been much reduced of late by the measures above explained. It is optional with the merchants to purchase the salt by the heap, in which case they are allowed a discount of 5 per cent. or 6 rupees in 120 rupees the garce, to cover wastage. The following statement shows the average wastage per garce upon the heaps sold by measure in Fusly 1262. The wastage varies according to the time the salt has been in store, being greater in proportion for the first year before it is thoroughly dried:—

No.	District.	Average wastage per garce.		Percentage.
		Mercals.	Seers.	Garces.
1	Ganjam	17	3	4 319
2	Vizagapatam	17	3	4 291
3	Rajahmundry	16	..	4 9
4	Masulipatam	18	..	4 492
5	Guntoor—exclusive of salt damaged in the gale	8	4	2 75
	Average	15	2	3 831

12. The cost of manufacture per garce has been given above, in reply to No. 2, as prevailing in each district. It is not practicable to deduce from the accounts at hand the exact cost, including all items of charge, as the accounts of one year contain charges belonging to the salt stored in another. The following statement, however, may be taken as an approximation, being the average of the past three years:—

	Districts.	Quantity of Salt Manufactured.	Charges.				Average per Garce.			
			Huzzoor and Ghaut Establishment including Saderwared.	Manufacturers' Charges.	Marmut, &c.	Total.	Col. 3.	Col. 4.	Col. 5.	Col. 6.
	1	2	3	4	5	6	7	8	9	10
		Garces.	Rs.	Rs.	Rs.	Rs.	R. A. P.	R. A. P.	R. A. P.	R. A. P.
1	Ganjam ...	2,670	5,485	10,884	344	16,713	2 0 10	4 1 2	0 2 1	6 4 1
2	Vizagapatam ...	1,327	6,265	7,543	18	13,826	4 11 6	5 10 11	0 0 2	10 6 7
3	Rajahmundry	1,645	11,407	8,444	1,422	21,273	6 15 0	5 2 2	0 13 10	12 5 0
4	Masulipatam ...	2,055	6,285	5,044	4,511	15,840	3 1 0	2 7 3	2 3 2	7 11 5
5	Guntoor ...	3,466	12,739	26,380	682	39,801	3 10 10	7 9 9	0 3 2	11 7 9
	Total ...	11,163	42,181	58,295	6,977	1,07,453	3 12 5	5 3 7	0 10 0	9 10 0

13. Salt could be made by the people within the amount of the payment per garce on the part of Government, which, as above shown, varies from four to seven rupees. The cost may be estimated at about four or five rupees, to which one rupee per garce is to be added for maramut. Swamp salt is procurable at the cost now paid by Government of one rupee per garce; and, as above observed, might be procured to a very large extent.

14. The following statement shows such part of the information as is so be found in the accounts in this office :—

No.	Districts.	Cotaurs.		Produce of the best of the last 10 years.
	1	2		3
				Maunds.
1	Ganjam	Ganjam		1,14,850
		Munsurcottah		22,503
		Nowpaudah		3,97,416
		Ummeravilly		1,62,556
		Total		6,97,325
2	Vizagapatam ..	Cooppili		52,265
		Conadah		57,175
		Carassah	Carassah	46,129
			Nabobpett	29,966
				76,095
		Nellimookoo	Nellimookoo	38,519
			Balachervu	52,524
				91,043
		Total		2,76,578
3	Rajahmundry ..	Pittapore..	Carapah	39,198
			Vamulavadah	49,044
			Panuguduru	1,07,478
			Gurujanapully	90,771
			Salapakah	95,664
			Paturlahguddah	9,940
			Cholungy..	27,812
				4,19,907
		Mogultore		1,11,234
		Total		5,31,141
4	Masulipatam ..	Pondrakah		1,50,648
		Inoogoodoor		90,230
		Total		2,40,878
		Nizampatam	Nizampatam	67,097
			Paraly	65,143
				1,32,240
5	Guntoor	Chinna Ganjam	Chinna Ganjam	5,11,353
			Pedda ditto	2,99,282
				8,10,635
		Total		9,42,875
		Grand Total.. ..		26,88,797

In conclusion, it is to be remarked that the irregularities of the nature described in No. 8, which have at different times been detected in the several districts, must be ascribed chiefly to the insufficient salaries and insufficient organization of the present salt establishments. The Commissioner has had under his consideration the reorganization of the salt department, and is about to forward to the Government propositions for remedying the existing evils, and placing it upon an efficient footing, by reducing the number of the present cotaurs, by regulating the number of servants in proportion to the duty to be performed, and raising the salaries of the superintending officers to such sums as are commensurate with the responsibility of their office, so as to secure a more competent and trustworthy agency; by establishing salt depôts for the inland and home consumption, and other measures which are calculated to secure the proper administration of this branch of revenue. On the other hand it should be observed that the instances of illicit manufacture, and of the

illicit use of spontaneous salt brought to light in the Ganjam and Vizagapatam districts in particular, together with the unbounded facilities for the production of spontaneous and other salt along the range of the Coromandel coast, show that if the manufacture and sale of the article were thrown open it would be impossible to exercise anything like an efficient supervision of the trade for revenue purposes.

H. NEWILL, *Assistant-Commissioner of Northern Circars.*

Appendix C.—No. 3.

The Acting Collector of Ganjam to W. H. BAYLEY, Esq., Secretary to the Board of Revenue.

Ganjam District Collector's Cutcherry, Chutturpore, April 25, 1854.

Sir,

As requested in your letter of the 6th of April last, I have the honour to submit the following replies to the queries therein contained; the information is not quite as full as I could wish, but as you are anxious to get it early I think it better to send it at once, and shall give full particulars hereafter, if obtainable.

Query 1. Salt is manufactured at four cotaurs,* on the large flats at some short distance from the sea, where the soil is of a clay consistency. In Ganjam, the pans are closely hemmed in by cultivated lands. At Munsoorcottah, they run up almost into the back yards of the villagers. At Nowpaudah, they are nearly surrounded by sand and swamp, but on one side run up very close to the fields. At Ummeravilly, they are more removed, and surrounded by salt-water swamps. The average produce for ten years has been 3,47,980 Bengal maunds, 3 seers per annum.

I cannot give you the exact extent of the land occupied at each pan, but have sent orders to have them measured, and will furnish you with the result, as also the amount of salt made on a given area. The Ganjam, Nowpaudah, and Ummeravilly pans could be much enlarged; the two former might be doubled, I think. There were formerly pans near Itchapore. The quantity of salt made there was, on an average†—Bengal maunds, 20,355. These pans were given up as the ryots about were such confirmed smugglers, but of course the capability remains. Further south, near Megavaram, between Nowpaudah and Ummeravilly, there is a large tract of land, apparently well adapted to produce salt; and probably in other parts of the district, in the Zemindaree lands, similar spots could be found, but not many.

2. The manufacturers are of the castes noted in the margin.‡ Brahmins, Chetryas, men of the Teloogoo, and Mahommedans, are never engaged in the work; they have the same right to their pans that a ryot has to his field, and they are handed down from father to son, and at times sold, or made over to others for a consideration. Just before the season commences, an agreement is entered into with them to manufacture whatever quantity may be required for the year's consumption. At most pans they get a small advance when they begin work. The rates of remuneration vary at different pans; I must say in some without good reason. The rates§ are noted in the margin. The ryots are paid, after the salt is measured and stored, generally by one of the Assistant Collectors. They forfeit their rights if they are convicted of smuggling. At Nowpaudah there are a set of men called jematdars, gangsmen in fact, who themselves work but little. They look after the ryots in their jemat, superintend the measuring and storing of the salt, &c. All the ryots of a jemat put their salt in one heap; they share and share alike. At the other pans each ryot looks after his own interest, and is paid for the salt he actually produces.

In most pans the storing, heaping, and thatching, is done by the producers. In Ganjam, Government pay extra for this. The straw for thatching is supplied by Government.

3. There is no earth salt, properly so called, made in this district, as far as I know; but the sand impregnated with salt is taken in very large quantities, and boiled down. The salt thus produced is said to be better for salting fish than that made by evaporation. The price is one anna four pies per mercal. Last year, during the great heat, there was a large quantity of spontaneous salt

* Ganjam, Munsoorcottah, Nowpaudah, Ummeravilly.

† Of four years.

‡ Peddikas, Oreya Soodra, Pariahs; and also people of other low castes.

§ At Ganjam, 6 rupees; Munsoorcottah, 7 rupees; Nowpaudah, 4 rupees; Ummeravilly, 5 rupees.

taken off the ground near the pans, and stored at Ummeravilly. The price given for it was half the regular cost per garce. The crystals being large, and well dried, this salt bears carriage well, and is much liked by the Brinjarries.

4. The mode of manufacture varies at each pan according to the soil and custom of the place. The most approved method is to prepare the small pans by puddling up the mud, then smoothening and beating it down, and letting it dry and harden a little. Advantage is taken of the highest spring tides, and the bars are, if necessary, opened to admit the sea-water into the back waters. These bars are then filled with straw and sand, &c., and the water dammed up. This water is then let into large reservoirs, where it is allowed to stand three days; it is then drawn off into the small pans, which are filled about four inches deep. In some pans, Nowpaudah, for instance, this stands five days, but in others it is taken off daily. It is then gathered up in heaps to the sides of the pans, allowed to drain a little, and then carried to the platform, and put on the ryots' heap, and when a large quantity is ready the proper officer proceeds to measure these private heaps, and takes them into store on account of Government. The salt is stored in heaps of ten garce, and is thatched with straw. The size of the crystal and its hardness depends much on the nature of the soil, and the time it is allowed to stand. The Nowpaudah salt is the best in this district. The salt is stored on earthen platforms raised several feet above the level of the surrounding country, but in heavy rains the heaps suffer much from the water that falls on the platforms. Each heap is thatched and numbered; they are in lines, with about two feet between each heap. The accounts are as follows during the cropping season. A rough estimate is made of each day's receipts, and sent in to the Collector. When the salt is measured it is entered in the account, and a receipt for it given to the producer. The storing is inspected from time to time by one of the European officers, and heaps are measured at various times during the year to check the goomastahs from entering undue wastage in their accounts. A daily report of the sales is sent up, and the accounts kept in a book, the leaves of which are numbered, and each stamped with the Collector's name, to prevent alterations. The parties requiring salt give their money, in the first place, to the shroff, who gives them a receipt and order for the proper amount of salt. This is taken to the platform, and the salt is then measured out to them.

5. Salt is never sold by weight, except for shipment. Government have lately granted permission to parties to export salt to Calcutta as a special favour, in hopes of inducing them to import grain, but none has, as yet, been applied for.

6. During the cropping season there are a certain number of peons always on guard at each platform to protect the salt. The pans are watched by additional peons, but the established number is utterly insufficient for the purpose. The golah peon has special charge of this, and goes his rounds at night to see that the peons are on the alert. The goomastah also goes rounds, and sees that the golah peon does his duty. In the event of spontaneous salt forming on any of the swamps near the sea, the cattle of the neighbouring villages are collected and driven backwards and forwards over it, and the salt is thus destroyed. Each buyer, on leaving the pans, is furnished with a pass containing the amount of salt, how carried, and where going to, with the number of days for which it is to hold good entered on it. Without this, salt is liable to seizure.

7. As explained in two letters to the Collector, copies of which I annex, the establishment in this district is very insufficient, and miserably paid. At the Hoozoor office there is no servant specially set apart, as in most districts, to supervise the accounts. There is one goomastah who has also to look after the stamps and maramut accounts. At each pan there is a goomastah whose pay varies from twenty rupees to thirty rupees; he has the charge of the cash chest, manufacture, measuring, heaping, and selling the salt; the whole responsibility rests on him, though generally he is assisted by one of the Hoozoor servants during the time of taking the salt into store. The next is the curnum, who writes the daily accounts of sales, &c.; his pay is from five rupees to seven rupees. The shroff, whose pay is from two rupees to five rupees; his business is to receive and examine all the money that is paid in by purchasers. The golah peon has charge of the platform and pans, and peons appointed to watch them; under him are duffadars and peons, according to the size of the pans. These peons have also to escort the remittances twice a month to the Hoozoor treasury. The money is usually carried by the measurers; but if the sum is large, it is sent on a bandy. The number of measurers varies according to the extent of the pans.* I send with this a list† of the establishment at each pan, with the rate of pay of each grade, and the amount of security required from those in the first grade, which is very heavy compared with the pay.

No. 149 of 23rd June 1852.
No. 153 of 16th July 1852.

* These men are employed to measure the salt when stored or sold; they also repair damages done to the heaps by rain or storms.

† Enclosure No. 3.

8. I am obliged to confess that I believe the extent to which smuggling is carried is very great indeed, though every exertion has been made to check it. Large quantities of salt are collected and boiled, to be used in salting fish. This is done by women and children, and being easily obtained all along the coast, it is nearly impossible to stop it; but this is the most venial of all smuggling. Large quantities of salt are clandestinely brought from the pans at night by the ryots, and stored up in pits in their houses and back yards. This is sold to the Brinjarries and others, and mixed with that sold at the platforms. Two years ago Mr. Fraser discovered a large quantity of salt made near Itchapoor, on the site of the old pans. The temptation is very great to smuggle, and when the cost of the article and its selling price are compared, it is not to be wondered at that it should be very prevalent. Parties frequently use a good pass to cover smuggled salt; they buy a quantity, and get a pass, say for Jeypore; this is sold in the district or hurried through, and the sellers then buy from the smugglers a similar quantity, and if stopped, at once produce the pass. Large quantities are also brought by women in baskets, and sold at the small markets, or to the Komities in the numerous little villages. In general, the parties engaged in this traffic are of the poorer classes, who care little for a confinement of ten or twenty days, or they are persons able and willing to pay for protection. Though I have invariably obtained the reward of one-third the value of smuggled salt for the captors, I have but seldom effected any large seizure. It is the duty of police and revenue servants to examine parties passing through their station with salt, and to stop and report all cases where the quantity does not agree with the pass; but the Brinjarries, who are the great exporters, take the most unfrequented routes through the jungle for the sake of their cattle, and avoid such stations. I am sorry to say that the talook servants are very remiss in this duty, as they have so many other matters to attend to, and do not look on salt as actually under their charge.

9. Salt is sold at the cotaurs to all comers. The lowest quantity that can be sold is five mercals. To a purchaser taking a whole heap, a deduction of five per cent. to cover wastage is allowed. It is almost impossible to state with any accuracy the amount of salt consumed in this district. The Brinjarries, as they go along, barter it for gram and straw, &c., for their cattle, and for rice for themselves. In large villages the Komities keep salt on hand, which they get as required from the pans; and many gain a livelihood by buying salt at the pans in small quantities, and carrying it for sale to the various markets above. The salt accounts show that, in the last ten years, the quantity sold for home consumption was 39,373m. 15s. 8t., which yielded 39,279r. 2p., or, deducting charges, a clear profit of 37,030r. 6a. 3p. For external consumption the quantity was (Bengal maunds) 2,64,529 28s. 1t. Value, 2,61,881r. 8a. 3p.; net profit, 2,46,890r. 1a. 6p. No foreign salt is used. The salt is much impregnated with sand, and some dealers do not hesitate to mix it with saline earth. Mr. Fraser is making experiment on this point, the result of which shall be reported. The quantity of salt consumed in the house of a Brahmin of very good means averages at 2 tolahs per day per head, or about 9 Bengal seers per annum; a bearer or ryot will consume about 1 country seer of salt in 50 days, or 7 seers per annum, and this may be taken as a fair average.

10. Since Fusly 1224, or A.D. 1814-15, no salt has been exported by sea, or given to the French Government, before that salt was shipped from the district to Calcutta.

11. I annex a memorandum* of the wastage at each pan for the last five years. The wastage depends very much on the nature of the soil on which the salt is made: and if salt is stored too soon after it has been taken out of the pans, before it has had time to drain, the waste is large.

12. The accompanying tables† will show the cost of each garce to Government for ten years to be 6r. 6a. 2p. Under the head of sundries is entered the various petty expenses for re-heaping a number, when examined by a Government officer, petty repairs to the heaps and pans, opening the bars, expenses incurred in the repairs, tools, and transmission of money to the treasury.

13. It is somewhat difficult to state with accuracy at what cost a ryot could make salt on his own account. It is a work that, in most places, must be done by a large number of persons acting in unison. The expense of preparing the pans, &c., is estimated at two annas nine pies per garce; to this must be added the labour for four or five months. This would be about nine rupees per man, each man on an average makes three and a-half garce, so that he could sell his salt at three and a-half rupees per garce, and make a trifle of profit. I shall be better able to answer this, when I know the quantity of salt produced on a given area.

* Enclosure No. 4.
† Enclosures Nos. 5 and 6.

14. I annex a statement* showing the highest, and lowest, and average payment to the ryots at the various pans, last year. It must not be forgotten that the salt ryot has generally cultivation besides, though this requires no great attention from March to June.

15. I hope in a short time to be able to furnish the Board with the information in which this letter is defective, and also with a letter which Mr. Fraser has under preparation. Mr. Fraser has had much experience, having had charge, at various times, of all the salt pans in this district.

W. KNOX, *Acting Collector.*

Enclosure No. 1.

No. 149.

The Principal Assistant Collector of Ganjam to A. P. ONSLOW, Esq., Collector of Ganjam.

Chutturpore, Principal Assistant Collector's Office,
June 23, 1852.

Sir,

Paragraph 1. I have the honour to acknowledge the receipt of your letter and extract from proceedings† of the Commissioner, Northern Division, directing me to watch and report on the operations of the seasons, and the advantage to be derived from an increased price being paid to the Nowpaudah salt ryots, for the manufacture of salt. Having given my best attention to the subject and having, for some time, been satisfied that there must be an increased quantity manufactured, I hope I shall not be thought presumptuous in at once replying to the Commissioner's inquiry, as it is desirable that the two questions should be settled at the same time.

2. I beg leave, then, to state that I consider the present remuneration insufficient, the ryots have often told me it was so, and but lately I had an urzee from several of them, complaining that they wanted to leave the salt and go to their fields. Their great gains are from stealing, for I believe it pays them to make salt at the present rate only when there is nothing else to be done, and the consequence is that it is difficult to get them to begin work sufficiently early in the season, and to continue it till salt enough is made. I think, too, it will lead to check smuggling, as the right of manufacturing will be of greater value, and so less likely to be risked; but I confess I do not expect this increase will be more than a partial check; indeed I am at a loss to suggest a remedy for the frauds and robberies that exist. The temptation is too great to be easily withstood. When an article, the manufacture of which costs 3 or 4 rs., is sold for 120 rs., there must be great smuggling. There are remedies which will, however, in my opinion, tend to check the evil,—viz., an increased establishment and an increased manufacture of salt. In the first place I beg leave to submit that the payment of 30 rs., monthly, to a man who sells 2 lacs of rs. worth of salt, is quite insufficient to ensure a good and honest man. The responsibility, the exposure to the sun, the constant vigilance required, joined to the bad pay

*

No.	Names of Cotaurs.	No. of Salt Manufacturers.	Total amount of remunerations.	Average payment per each individual.	Highest Amount.	Lowest Amount.
			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
1	Ganjam	155	5,742 8 8	37 0 10	74 14 7	9 12 6
2	Munsoorcottah	70	1,185 6 1	16 15 0	115 14 2	1 9 6
3	Ummeravilly	147	7,500 6 0	51 0 3	119 13 5	1 1 10
4	[1] Nowpaudah:—					
	Sree Ramooloo platform	450	4,459 10 4	9 14 7	17 9 7	4 14 7
	Vencataswarloo platform	446	4,795 14 0	10 12 0	17 2 9	6 1 10
		1,268	23,683 13 1			

[1] At these two pans the large manufacturing Ryots frequently keep men working under them whose names are not in the Sircar accounts.

† Dated 3rd May, 1852.

and great temptation, renders the salt department one generally obnoxious to the more respectable servants; and I cannot but think that were the pay of salt goomastahs put on a footing with tahsildars, and raised to 100, 75, and 50 rs., Government would, in the end, be gainers. The present establishment of peons is also quite insufficient to watch the pans, during the manufacturing season—you have already had complaints from the peons of the severity of the work. The men are so scattered they cannot assist each other, and so the salt stealer escapes, or there is ground for this excuse.

3. I beg leave, therefore, to suggest that application be made for sanction to employ 40 watching peons and 4 duffadars, during the cropping season: this would enable me to establish 4 or 5 stations on the borders of the pans, from which patrols could be sent out, and assistance be given, and plunderers cut off, when chased out of the pans by the watchers.

4. In the second place the necessity for an increased manufacture is very obvious: we have been unable to meet the demand at Nowpaudah and Ummeravilly, and the demand appears to me likely not only to be permanent but to increase, owing to the quiet that prevails in the hills, the market the Brinjarries are finding for wheat at Calingapatam, and also because, as salt is generally the return load taken by the bandymen who bring rice, &c., to the sea coast, the more our export trade flourishes the more salt will be required from these pans, as men with return bandies will be able to undersell those who take empty bandies to other cotaurs; but there is another very strong reason: it is, that, when the manufacture and sale of new salt are simultaneous, there must be fraud, as it is impossible to distinguish between that produced at the pans and that smuggled, a difficulty that no longer exists if old salt only is sold.

5. The proposal which grounded on these considerations I now submit, is to make a third platform at Nowpaudah, with pans capable of producing 560 or 660 garces of salt. You are aware that there were formerly 3 platforms, one of which was put down when under Mr. Conway's charge, on account of the many thefts that took place. For the watching of this platform an increased establishment will be needed, more especially during the time of making the salt, when an extra curnum will be wanted to be present at the daily deliveries at the third platform, say for six months each year, from the 1st of February to the 31st of July. I beg leave, also, to propose that there should be one golah peon to each platform, at 10 rs. each, and I should like to retain the one at fifteen as general superintendent, as at present. The number of guard peons will be the same as on the other platforms. The total expenditure is shown in Memorandums marked 1 and 2, annexed to this letter.

6. I take this opportunity of calling attention to the fact that the 6 Treasury guard peons at Nowpaudah are paid only 2½, whereas those at Ummeravilly get 3 rs., although there is less smuggling and less risk, as the chief customers, the bandy men, are not as disposed to be quarrelsome and troublesome as the Brinjarries are. It would therefore, I think, be an act of justice to raise the pay of the Nowpaudah men. Should these proposals be approved of by you, it will be desirable to apply for sanction at once, so that the work may be begun, and the platform prepared, as soon as the next rains are over.

7. If it is determined to raise the rate paid to the manufacturer, and to add a third platform, it would be well to make it a *sine qua non*, that the ryots should alter the large supply channels, digging them say 6 feet deep and 8 broad, and, by keeping them on the outside of the pans, they would form very good fences, difficult to get over. In taking this proposition, and that for an increased number of peons into consideration, it must not be forgotten that it is from the pans, and not from the platform, that the ryots carry off the salt: from the latter, it cannot be easily removed, without the connivance of the goomastah.

8. I will only trouble you with one more suggestion, viz., that much greater strictness be used in endeavouring to obtain the return of passes issued, to prevent their being used a second time, to cover smuggled salt. I think it would be a good plan if the passes for salt sent to foreign states were to be delivered up at the frontier, or, at all events, that the number of days for which the pass holds good be limited to the time required to reach the borders of the Company's territory.

9. I now beg to apologise for the length of this letter, for which the importance of putting a stop to the peculations in this department, and of raising the salt revenue to its full extent, will, I hope, be deemed a sufficient excuse.

W. Knox, *Principal Assistant Collector.*

Memorandum 1.

Showing the increase proposed to be made in the present establishment, per annum.

	Rs.		Rs.		Rs.	
2 Golah sub-*peons* at	10	=	20	per month ..	240	per annum.
4 Duffadars at	5	=	20	„ ..	120	per 6 months.
40 Peons at	$2\frac{1}{2}$	=	100	„ ..	600	„
					960	
Deduct pay of 12 peons now sanctioned					180	per annum.
Total increase per annum					780	„

Memorandum 2.

Showing the establishment proposed for the new platform, if sanctioned, a Nowpaudah.

	Rs.
1 Extra curnum for 6 months at 7 rupees	42
1 Sub-peon for 12 months at 10 rupees	120
6 Guard peons at $2\frac{1}{2}$ rupees	180
1 Extra duffadar for 6 months at 5 rupees per month ..	30
12 Extra peons for 6 months at $2\frac{1}{2}$ rupees	180
Total rupees	552

W. Knox, *Principal Assistant Collector.*

Enclosure No. 2.

The Principal Assistant Collector of Ganjam to A. P. Onslow, Esq., Collector of Ganjam.

Chicacole, Principal Assistant Collector's Circuit Office, Chutturpore, July 16, 1852.

Sir,

Paragraph 1. I have the honour to acknowledge the receipt of your letter, giving cover to an extract from the proceedings of the Commissioner Northern Division, dated the 23rd of June, 1852, and calling for any remarks I may have to offer on the storing and the amount of wastage of salt.

2. In the first place I see no great object in having all the salt stored before the 12th of July: it cannot be done without increasing the pans, or reducing the quantity made. It has been my practice to carry on the manufacture to the last moment that the weather will permit, and complete the storing on such fine days as offer after the rains have begun. Thus, last year, salt was made at Nowpaudah up to the 9th of July, the storing of which was not concluded till July the 31st. It is to be observed that if salt is not allowed to drain some days on the pans, the wastage is very great.

3. Since I have been in this district, all the salt made at the pans, under my charge, has been sold within the first year. I cannot, therefore, speak, from actual observation, of the amount of wastage in the 2nd, 3rd, and 4th year, but I am satisfied, from what I have seen here, and from what I remember of the results of examinations at Rajahmundry, that the chief loss occurs when the salt is first stored. The wastage under the old rules can in no way be depended on, for the mercals were supposed to be struck two fingers above the brim, when the salt was taken into store; when sold to the Brinjarries they got, as a bonus, one finger above the brim; whereas for home consumption it was struck close, as at present: so that a heap measured to Brinjarries ought to have shown much greater wastage than one sold for retail in the district.

4. Last year, on the introduction of the new rules, I paid much attention to the subject of storing, and had several heaps stored in my presence: these were kept till after the rains, and were then re-measured by me; other heaps, taken indiscriminately from those stored by the goomastahs, were also measured: the result, as shown in the margin,* gives a per centage of 4 g. 118 mls. for

	M.	S.	T.	
* 6 Heaps on Streeramooloo platform averaged ..	42	20	16	per heap wastage.
4 „ Strevenkataswarloo „ ..	60	22	10	„ „
10 Total.				
Heaps on Nowpadah	49	26	36	„ „
Or per cent. ..	4g. 35m. 16s.			
3 Heaps at Womeravilly averaged..	70m. wastage.			
Or per cent.	5g. 99m. 36s.			

Nowpaudah, and 5 g. 333 mls. for Ummeravilly, where the salt is not so good. The salt at the Streeramooloo is of a large and firmer grain than that of the other pan, owing to the difference of the soil, and the wastage is less by about 18 mercals per heap. The wastage for the past year is 4 g. 107 mls. 4 p. per cent., at Nowpaudah, and 5 g. 50 mls. at Ummeravilly. The per centage of the heaps measured by me, at Ummeravilly, was somewhat large, two of them having suffered much from the weather. This year and next I fear the wastage will be large, until the earth or newly-raised platform has settled down well. Although they have only been raised this year a foot and a half high it is difficult to get so large a surface rammed down thoroughly; but in future years I think the average wastage ought not to exceed that recorded above.

5. In the same letter you are good enough to ask for my observations of the expediency of acting up to rules 3 and 4. Rule 3 is carried out as far as possible; no salt is carried to Government account except by measure, but a daily report is sent in of the quantity produced as estimated from the number of baskets-full brought to the platform, without which the officer in charge could not check delay in the manufacture, or stop the work when sufficient salt was made. I cannot without some diffidence express an opinion in direct opposition to the framers of those rules; but I must say I think it impossible to carry out rule 4. At Nowpaudah, for instance, where there are about 400 salt ryots; the salt is brought to the platform of an afternoon, and the number of persons required to measure each man's basket-full, as he came from the pans would be at least quadruple that of the present establishment, there would be incalculable loss to Government in receiving salt just taken off the pans, and thrown into one heap, and it would be a new and fruitful source of peculation and profit for the servants, as it would be most difficult to fix any limit to the wastage of the new salt, as salt brought in of a damp day is more full of moisture than that produced on a hot dry day. The loss on the former by drainage is now borne by the ryot, who also looks after his heap, so that there is little danger of any salt being abstracted.

6. The Commissioner, in his proceedings dated the 23rd of June, inquires into the cost of manufacture; as far as I can ascertain a jematdar and 10 men will in a month produce 12 garces or 48 in the season of 4 months, the hire for which at 3 rs. per garce is 144; but as nearly a month is taken up in preparing the ground, and again in storing the salt, the ryots' labour must be charged for 6 months, this, at 2 rs. a man and $2\frac{1}{2}$ rs. for a jematdar, would be 22 rs. 8 annas a month, or 135 for the season, leaving a very small margin for profit. When advocating the increase rate of hire for the Nowpaudah ryots, I was not aware that those at Ganjam who get 6 rs. a garce are not obliged to heap their own salt, but this is done by coolies. The ryots at Nowpaudah and Ummeravilly do it themselves for nothing.

7. Adverting to my letter of the 23rd of June last on the subject, I forgot to bring the case of the shroff to your notice. This man, who has to take charge of somewhere about 2 lacs of rupees, and to give 2,000 rs. security, draws $3\frac{1}{2}$ rs. a month pay, far less than the interest of his security money, besides which he has to send a confidential person at his own expense, twice a month to Chicacole, 40 miles, no one can suppose his pay remunerates him for this—it is the perquisites he looks to. If I might be allowed I would beg of you to recommend that his pay should be raised to 7 rs., with an assistant at 3 rs. I fear too that I have put the peons wages at too low a rate, and that they should be 3 rs. a month—not too much for the labour they ought to undergo.

8. I may, in conclusion, I hope, remark, that no great reliance can be put on the statement of the amount of salt for home and foreign consumption, for the Brinjarries cannot be prevented from selling their salt as they go from village to village; and of course when they are in great numbers, as they have been of late years, they will materially interfere with the country traders, and the sales for inland consumption will look smaller, though the actual consumption is probably greater.

W. Knox, *Principal Assistant Collector.*

Enclosure No. 3.

LIST of Salt Establishment in the District of Ganjam.

Grades.	Hoozoor establishment.		Salt Cotaur of Ganjam.				Salt Cotaur of Munsoorcottah.				Salt Cotaur of Nowpaudah.				Salt Cotaur of Ummeravilly.				Total including the Hoozoor establishment.		Remarks.
	Number of persons.	Pay for each per mensem.	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required	Number of persons.	Pay for each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay of each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay of each per mensem.	Amount.	Amount of security required.	Number of persons.	Pay per mensem.	
Goomastahs	1	20	1	25	25	2,000	1	20	20	1,000	1	30	30	6,000	1	25	25	5,000	5	120	
Curnums	..	..	1	5	5	500	1	5	5	300	1	7	7	2,000	1	5	5	1,500	4	22	
Golah peons	..	..	1	12	12	500	1	10	10	300	1	15	15	2,000	1	12	12	1,500	4	49	In Ganjam and Ummeravilly the shroffs are borne on the books as peons. In Munsoorcottah the shroff draws the pay of a measurer.
Shroff	..	..	1	3	3	1,000	1	2	2	300	1	5	5	2,000	1	$2\frac{1}{2}$	$2\frac{1}{2}$	1,500	4	$12\frac{1}{2}$	
Duffadar	..	..	1	4	4	..	..	..	..	..	..	..	..	..	..	..	..	..	1	4	
Peons	..	..	4	$2\frac{1}{2}$	10	..	4	$2\frac{1}{2}$	10	..	10	$2\frac{1}{2}$	25	..	5	$2\frac{1}{2}$	$12\frac{1}{2}$	..	23	$57\frac{1}{2}$	
Guard peons	..	..	10	3	30	..	..	..	..	..	..	..	..	..	6	$3\frac{1}{2}$	21	..	16	51	
Measurers	..	..	6	2	12	..	2	2	4	..	10	2	20	..	6	2	12	..	24	48	
Dundasees	..	..	2	$2\frac{1}{2}$	5	..	2	$2\frac{1}{2}$	5	..	..	..	..	..	..	..	..	..	4	10	
Saderwared	..	..	..	..	$\frac{1}{2}$	..	..	..	$\frac{1}{2}$	..	..	..	$1\frac{1}{2}$	..	..	..	1	..	..	$3\frac{1}{2}$	The annual cost of establishment is 4,530 rupees.
Total ..	1	20	27	..	$106\frac{1}{2}$	..	12	..	$56\frac{1}{2}$	..	24	..	$103\frac{1}{2}$	..	21	..	91	..	85	$377\frac{1}{2}$	

Ganjam District, Collector's Cutcherry,
Chutturpore, April 25, 1854.

W. Knox,
Acting Collector.

Enclosure No. 4.

STATEMENT showing the Quantity of Wastage in each Set of Salt Pans in the District of Ganjam for Five Fuslies, from 1258 to 1262.

No.	Names of the Cotaurs.	Fusly 1258.			Fusly 1259.			Fusly 1260.			Fusly 1261.			Fusly 1262.			Average.			Distance from one set of Pans to the other.
		Quantity of Salt Sold.	Wastage.	Per Centage.	Quantity of Salt Sold.	Wastage.	Per Centage.	Quantity of Salt Sold.	Wastage.	Per Centage.	Quantity of Salt Sold.	Wastage.	Per Centage.	Quantity of Salt Sold.	Wastage.	Per Centage.	Quantity of Salt Sold.	Wastage.	Per Centage.	
		M. S. Ch.	M. S. Ch.	M. S. Ch. T.	M. S. Ch.	M. S. Ch	M. S. Ch. T.	M. S. Ch.	M. S. Ch.	M. S. Ch. T.	M. S Ch.	M. S. Ch.	M. S. Ch. T.	M. S. Ch. T.	M. S. Ch.	M. S. Ch.	M. S. Ch.	M. S. Ch.	M. S. Ch. T.	
1	Ganjam ...	29,467 20 0	2,818 0 0	9 26 9 2½	31,542 35 0	4,159 10 0	13 7 7 ½	45,065 15 0	5,549 7 0	12 12 8 3½	47,395 26 8	3,996 15 0	8 17 4 2	66,927 10 8 0	3,102 18 8	4 35 7	44,079 31 6	3,931 2 1	9 25 13 0	From Ganjam to Munsoor-cottah.
2	Munsoorcottah	9,706 35 0	220 25 0	2 12 13 3½	25,903 37 8	4,378 20 0	5 13 13 4	18,863 2 8	211 10 0	1 4 12 4	16,731 6 0	981 17 0	5 34 10 1	5,417 20 0 0	312 24 0	5 31 0	15,283 36 3	620 35 3	4 3 6 0	12½ miles
3	Nowpaudah ...	1,55,186 0 0	15,705 1 8	9 20 4 4	1,38,064 22 8	3,510 0 0	2 21 11 ¼	1,33,516 2 8	811 3 12	0 24 4 4	2,08,201 12 8	2,754 15 0	1 12 4 3	2,63,594 29 11 0	2,854 30 0	1 3 5	1,81,712 21 7	5,127 2 1	3 1 0 0	62½ „
4	Ummeravilly ...	70,972 5 0	1,925 10 0	2 28 8 ½	92,549 2 8	2,524 10 0	2 29 1 3	90,475 30 0	602 35 0	0 2 10 3	1,34,839 17 8	4,676 35 0	3 18 12 1	42,378 13 12 0	921 22 4	2 7 0	86,242 37 12	2,130 6 7	2 9 3 0	30 „
	Total ...	2,75,129 30 0	20,698 36 8	24 8 4	2,88,060 17 8	11,572 0 0	23 31 1 2¾	2,87,920 10 0	7,174 15 12	14 4 4 4½	4,07,167 22 8	12,409 2 0	19 3 9	3,78,317 33 15 0	7,191 14 2	13 26 12	3,27,319 6 12	11,809 5 12	18 39 6 0	
	Average ...	68,782 17 18	5,174 29 2	6 2 1	72,015 4 6	2,893 0 0	5 37 13 ¼	74,980 2 8	1,793 23 15	3 21 1 1	1,01,791 35 10	3,102 10 8	4 30 14 1½	94,579 18 7 3¾	4,797 33 11	3 16 11	81,829 31 11	2,952 11 7	4 29 13 2½	

Ganjam District, Collector's Cutcherry, Chutturpore,
25th April, 1854.

W. Knox,
Acting Collector.

Enclosure No. 5.

STATEMENT showing the particular Items of Charges incurred for the Salt Manufacture in the District of Ganjam, during a period of Ten Years, ending in Fusly 1262.

No.	Fuslies.	Remuneration.	Establishment.	Saderwared.	Maramut.	Miscellaneous.				Total of all columns, viz., 3, 4, 5, 6, and 10.
						Additional Peons, &c.	Straw for thatching the Salt Heaps.	Other Charges.	Total.	
1	2	3	4	5	6	7	8	9	10	11
		R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.
1	Fusly 1253	11,941 0 7	3,760 4 6	38 13 11	205 9 10	509 15 2	337 13 9	231 14 4	1,079 11 3	17,025 8 1
2	,, 1254	3,690 11 5	4,206 15 11	42 0 0	375 2 0	540 12 5	445 3 9	249 7 4	1,235 7 6	9,550 4 10
3	,, 1255	19.626 13 3	4,237 5 1	42 0 0	402 6 10	591 0 4	502 11 6	288 2 7	1,381 14 5	25,690 7 7
4	,, 1256	10,351 4 9	4,198 10 3	42 0 0	432 3 6	403 4 11	1,083 5 2	266 5 0	1,752 15 1	16,777 1 7
5	,, 1257	9.019 15 6	4.276 5 2	42 0 0	615 2 1	395 10 5	572 15 9	365 4 10	1,333 15 0	15,287 5 9
6	,, 1258	6,689 15 10	4.233 8 9	42 0 0	139 8 6	349 14 8	320 7 0	367 2 5	1,037 8 1	12,142 9 2
7	,, 1259	8,866 1 2	4,268 7 1	42 0 0	332 12 1	463 13 5	448 3 10	285 0 9	1,197 2 0	14,706 6 4
8	,, 1260	12.855 13 9	4,258 7 11	42 0 0	10 8 0	493 0 6	544 5 5	320 3 9	1,357 9 8	18.524 7 4
9	,, 1261	10,929 3 11	4,313 4 4	42 0 0	330 1 1	495 15 9	484 3 0	314 12 8	1.294 15 5	16,909 8 9
10	,, 1262	19,186 5 4	4.294 10 8	42 0 0	693 8 2	510 4 9	848 0 5	211 14 9	1.570 3 11	25,786 12 1
	Total	1,13,157 5 6	42,047 15 8	416 13 11	3,536 14 1	4,753 12 4	5,587 5 7	2,900 4 5	13.241 6 4	1,72,400 7 6
	Average	11,315 11 9	4,204 12 9	41 11 0	353 11 0	475 6 1	558 11 9	290 0 5	1,324 2 3	17,240 0 9

Ganjam District, Collector's Cutcherry,
Chutturpore, 25th April, 1854.

W. Knox,
Acting Collector.

Enclosure No. 6.

STATEMENT showing the Quantity of Salt produced in each set of Salt Pans in the District of Ganjam, during a period of Ten Years, from Fusly 1253 to Fusly 1262.

Fuslies.	Salt Cotaurs.														
	Ganjam.			Munsoorcottah.			Nowpaudah.			Ummeravilly.			Total.		
Fusly.	B.	M.	S. T.	B.	M.	S. T.	B.	M.	S. T.	B.	M.	S. T.	B.	M.	S. T.
1253	79,986	6	0	14,640	9	0	1,55,065	15	40	1,19,686	8	0	3,69,377	38	40
1254	37,031	4	0	6,184	12	40	94,856	35	40	96,538	35	0	2,34,611	7	0
1255	96,634	3	40	11,436	1	40	3,97,701	14	0	85,607	34	0	5,91,379	13	0
1256	54,649	14	0	9,947	7	0	1,40,561	4	0	27,607	32	0	2,32,765	17	0
1257	56,823	12	0	13,516	20	0	79,151	7	0	2,285	5	0	2,31,776	4	0
1258	..	..		16,870	0	0	58,005	12	0	67,817	28	0	1,42,693	0	0
1259	48,225	0	0	18,517	20	0	1,34,202	30	0	1,04,374	20	0	3,02,319	30	0
1260	..	..		21,582	3	0	1,58,157	10	2	1,12,084	10	0	2,91,823	23	12
1261	51,119	38	0	8,144	15	0	2,65,603	5	0	66,829	23	40	3,91,697	1	40
1262	1,15,007	4	0	20,355	36	0	3,70,328	4	0	1,85,666	16	0	6,91,357	20	0
Total ..	5,39,476	1	40	1,38,194	4	0	18,53,632	17	12	9,48,498	11	40	34,79,800	34	12
Average..	66,184	20	10	13,819	16	32	1,85,363	9	56	94,849	33	12	3,47,980	3	33

Ganjam District, Collector's Cutcherry,
Chutturpore, 25th April, 1854.

W. KNOX, *Acting Collector.*

Appendix C.—No. IV.

To B. Cunliffe, Esq., Sub-Secretary to the Board of Revenue,
Fort St. George.

Sir,

I have the honour to acknowledge the receipt of your letter of the 11th instant, and in reply to state that the "country seer" alluded to in my letter of the 25th April, contains as nearly as possible 80 tolas weight of rice or 90 of well water. The difference in the cost to which you refer was, from your calculation being based on the quantity sold, mine, on the amount taken into store as shown in the margin.*

2nd. I have now the honour to forward Mr. Fraser's answers to the Board's queries. His suggestion as regards the heaping the salt under European agency I consider a very valuable one, but the sales should also be conducted by an European or Indo-Briton. Many old non-commissioned officers pensioned would, I am sure, be glad of the employment. 6th April, 1854.

3rd. I may mention as a proof of the difficulties one has to contend against in the discovery of smuggled salt, that several pits in shape like a large chatty, about 3 feet deep and 1½ feet in diameter, were pointed out to me, in the Ganjam small evaporating pans, in which salt had been concealed; the pit was made, and well tramped down, its mouth was small about 8 inches in diameter, and was filled with strong stiff clay over which the water was 2 or 3 inches deep. I have seen many salt pans but never before heard of such pits, they may, however, be common, and so I notice their existence here.

I have, &c.,

W. Knox, *Acting Collector of Ganjam.*

Ganjam District, Collector's Cutcherry,
Chutturpore, 31st May, 1854.

Enclosure No. 1.

Replies of Mr. Fraser, Principal Assistant Collector of Ganjam, to queries regarding Salt.

1. The pans in the Ganjam district are at 4 localities, viz., Ummeravilly, Nowpaudah, Munsoorcottah, Ganjam. They are all situated on low sandy flats near the sea, from which at Ummeravilly and Nowpaudah, the salt water is led to the place of manufacture by artificial channels. At Munsoorcottah, there is a backwater open to the sea from July till the end of December or January, during the rest of the year closed by a bar of sand. When water is required for manufacturing purposes, a channel is cut through this bar, if high, for its ingress; or if it is low, the sand on the ridge is shovelled away, so as to allow the sea at full tide to wash over it. At Ganjam, there is a natural channel leading to the salt pans from the river Rooshekoliah, close (that is within a few hundred yards of) its mouth, and the supply of water comes and goes with each flow and ebb of the tide.

The country in the immediate vicinity of the pans is flat, partly salt waste, partly wet crop land, and generally destitute of trees or jungle. The rice cultivation at Nowpaudah, Munsoorcottah, and Ganjam, comes up to the very edge of the pans on one or more sides. The Munsoorcottah cotaur is the worst situated in

*	Average quantity of Salt stored during 10 years, viz., from Fusly 1253 to 1262.	Costs as per Statement No. 3.	Cost per Garce.
	MNDS. SR. GAR. TOOMS.	RS. A. P.	RS. A. P.
Cost mentioned in my Reply to the 12th Query	3,23,920 38 2,699 136	17,240 0 9	6 6 2
	Quantity sold.		
Cash as calculated by you	3,03,902 0 2,532 0	17,240 0 9	6 12 11

this respect, for the pans abut, in some places on the villagers' back yards, and are almost entirely surrounded by cultivation. At Ummeravilly and Nowpaudah, the pans are separated from the sea by low hills of shifting sand, such as line the whole coast of this district. The average annual produce as shown by the accounts, is given by the Acting Collector, and therefore I need not advert to it. The extent of land under each is estimated at

	Acres.	Coontas.	Vissums.
Ganjam	200	16	0
Munsoorcottah	92	10	10
Nowpaudah*	678	5	0
Ummeravilly*	444	3	2

I attempted to estimate the crop from a given amount of surface, by the actual quantity of salt produced in one pan, from one supply of brine, *i.e.*, measuring the crop, and the area of producing surface; but found I could base no calculation on these data that would give anything like the actual gross crop in any one year. I made enquiries at Ummeravilly, which I thought would have afforded a tolerable approximation to correctness, these gave 50 garces per season, as the produce of an acre of pans, excluding ridges and supply channels.

This quantity is salt dripping wet as it is taken off the pans; but allowing even $\frac{1}{5}$ for wastage before it is stored, the crop from acres $170\frac{5}{8}$† on this calculation should be $5{,}412\frac{1}{2}$ garce, of which from a $\frac{1}{5}$ to $\frac{1}{4}$ is the usual out-turn.

There is land available for manufacture at Nowpaudah and Ganjam, to an extent that would double the average present crop at each. At the other two spots there is no extra land to be had. If it be contemplated to establish separate cotaurs at new localities, one might be formed at Itchapoor, and one at Streecoormum within 5 miles of Chicacole, where a crop as large as that at Ganjam (at present) could be depended on, and of good quality.

2. The manufacturers are, with few exceptions, the ryots of the adjacent villages, and, in consideration of their employment at the salt pans, they have no peculiar rights or privileges. The shares in this employment generally descend by hereditary succession, in precisely the same manner as Jeroyettyputtahs, and when from any fraud or breach of the salt laws on the part of the holders, they lapse to the Sircar, they are matters of keen competition, because the manufacture being conducted during the month when there is little field labour going on, and being such that children of even seven or eight years of age can be profitably employed on it, is looked on by the ryot as a great help towards paying his land kist. The salt ryots in the months of December,‡ January,§ and February,‖ sign moochilkas, binding themselves to deliver into store as each cotaur, a certain quantity of salt (which is determined on at the Hoozoor, with reference to the probable demand) in consideration of a certain fixed price per Madras garce of 120 maunds. The price at each locality is noted in the margin.¶ At each, except Nowpaudah, they receive tuccavee, which varies according to the quantity of salt to be delivered, but has generally amounted to the per centage noted marginally,** on the whole sum to be received by the ryots. At Ganjam only, the Government price does not cover the outlay in labour, for shaping and thatching the heaps, which amounts, on an average to 12 as. per heap of 10 garces. The straw for thatching is supplied at all the cotaurs by Government, and forms a separate item of account. The value of this for each heap varies from rs. $2\frac{1}{2}$ to $3\frac{1}{2}$ according as straw is cheap or dear. The price of the manufactured salt is always paid to the ryots in the presence of one of the covenanted assistants to the Collector.

Query 3. There is, generally speaking, no earth salt or spontaneous or swamp salt manufactured, or collected, on account of Government in this district, sometimes when the salt swamps in the vicinity of the pans dry up, the spontaneous salt thus left is gathered, simply to prevent its being taken by the surrounding residents, which would interfere with the Government sales. It is never calculated on as a source of revenue, and its formation in any quantity is not common.

Query 4. The process of manufacture is as follows: At Nowpaudah, Ummeravilly, and Munsoorcottah, the ground for pans is laid out in small parallelograms of from 3 to 8 by 2 to 5 yards. These are divided one from another, by ledges of about

* Of this the ground under pans with their channels, evaporating tanks, &c., is estimated at Nowpaudah to be acres $282\frac{7}{8}$, and at Ummeravilly acres $170\frac{5}{8}$.

† Half this ground is calculated to be taken up in ridges, tanks, channels of supply, &c.

‡ At Nowpaudah. § At Ummeravilly.

‖ At Munsoorcottah and Ganjam.

¶ Ganjam, at 6 rupees; Munsoorcottah, at 7 rupees; Nowpaudah, at 4 rupees; Ummeravilly, at 5 rupees.

** Ganjam between 7 and 8 per cent.; Munsoorcottah between 14 to 15 per cent.; Ummeravilly between 6 and 7 per cent.

a span high, and 9 inches to a foot wide. The salt water is led from the sea into flats near the pans, and a dam of earth and straw, well rammed and faced with turf, is thrown across the channel of supply, to prevent its return with the ebb of the tide. An opening is made in this dam, and fresh supplies of water are admitted as occasion requires, but not oftener than twice a month, during the high tides at full and new moon. The object of thus storing the water behind the dam, is to allow the brine to concentrate somewhat before it is admitted into the pans. To every 30, 40, or 50 of these, there are attached one or two or three square or oblong shallow evaporating tanks, which are fed by trenches cut to the main store. From these tanks narrow channels of supply are led, between the dividing ridges among the pans, into each of which water can be admitted by a narrow cut or small hole made in its bank. Immediately before the cropping season commences, which is generally in February, (at Nowpaudah about the 15th of January) the ledges are repaired, the beds of the pans are wetted and trodden by men, till the mud becomes a stiff smooth paste, which is then spread evenly, and well beaten down with wooden rammers, till it becomes hard enough for a person to walk on, and leave scarcely any traces. The salt water is drawn from the store behind the dam, by pacottas or other mechanical means, into the evaporating tanks, to a depth of from 12 to 15 inches, where it is allowed still further to concentrate from 5 to 7 days, and then let by the small channels into the prepared pans, to a depth of from 2 to 5 inches. Here the brine remains till the crystals of salt form. It is never allowed to evaporate to dryness, but while still moist, is scraped from off the pans with toothless wooden rakes (like road scrapers). At Ummeravilly the salt is removed once in 5 days, for the salt forms slowly there. At Nowpaudah, where the process is quicker,* once in 3 days, at Munsoorcottah, once in 3 or 4 days. Crop is, however, gathered every day at each cotaur, as different pans are kept in different degrees of forwardness.

After salt is collected from any one, its surface is again rubbed smooth, brine again let in for a second crop, and so on to the close of the manufacturing season, which lasts 4 or 5 months. At Ganjam the process differs, in some respects, from that just described. There is no dam thrown up, to retain the main supply of water, which comes and goes with the tide. The pans also, after being smoothed and rammed, as at the other cotaurs, are thinly strewn with sand. The brine is then let in early in the morning, to a depth of not more than 1½ or 2 inches. By 3 P.M. the salt that has formed is removed, the sand preventing it from adhering to the mud below. The salt thus made is tolerably clean-looking, but is very friable, and contains a great deal of sand, nor does it bear carriage well.

The salt is stored on platforms of earth, raised in some centrical situation, and surrounded by a ditch and thorny hedge. Of these there are two at Nowpaudah, and one each at Ganjam, Munsoorcottah, and Ummeravilly. The salt is received, in the first instance, as it comes from the pans by estimate, and each ryot, or set of ryots, makes a separate store of his or their produce; each store is labelled with the producer's name, and when it is finally measured, a receipt for the actual quantity is given to the party: this he has to produce when he comes to receive the price for his crop. To receive the salt into store, at first by measure, as it comes from the pans, and as the present salt rules enjoin, is simply impossible. The estimated produce of each day is reported by each salt goomastah to the Hoozoor, and entered by him in a book supplied for that purpose. In this, also, are entered an account of the daily sales, and the wastage on each heap: transcripts of these are sent to the Hoozoor registry in the sheristadar's department. At intervals during the season the crop is measured in the presence of a European assistant or some native servant, deputed for the purpose, into heaps of 1,200 maunds, each of which are thickly thatched with straw, to protect them from the rain.

Never has been, within my experience. Query 5.

By rowannahs or permits issued, at the time of sale, to each purchaser. Query 6. These are valid for a certain number of days, entered on the face of each, and calculated according to the distance the salt has to be carried. At the expiry of this time they ought to be renewed, before the nearest revenue or police authority, on fit cause being shown. This, however, (*i. e.* renewal) is by no means strictly attended to; and the time allowed for the carriage of the salt to its destination is generally much too long, so much so as, in short distances, to permit of two or three trips being made under the same rowannah. All salt in transit, unprotected by a rowannah, is liable to confiscation.

The Acting Collector's replies give a full answer to this query, on which, Query 7. therefore, I need say nothing more.

A good deal of smuggling is known to exist. The ryots and others steal, by Query 8. night, from the pans. This they do for their own consumption, but also to store for clandestine sale. When, as is constantly the case, from the want of old, new

* N.B. The speedy or slow formation of the salt depends, partly on the intensity of the solar heat, and partly also on the nature of the soil. Hence the difference in time between the several localities.

salt is sold to merchants at the same time as it is being manufactured, those who have stolen hoards do not fail to take advantage of such a good opportunity to dispose of them. In these cases I have reason to believe that some times rowannahs, which have already covered a purchase of Government, are used to protect a second venture of stolen salt.

As long as old salt only is publicly sold, clandestine sale of new would be dangerous to attempt, because the difference between what has just been made, and that which has been a year in store, is perceptible at a glance to a practised eye.

The illicit manufacture of salt has hitherto existed, to a considerable extent, at the abandoned pans at Itchapoor, as also that of earth salt, by boiling and evaporation. This is notorious, and not only was the country all round supplied entirely from this source, but an export trade to the Malliahs, believed in some years to amount to several thousand rupees' worth, was carried on, and the salt was, of course, sold at a much lower price than the Government article. In June, 1852, the then tehsildar of Itchapoor was dismissed for gross carelessness in (and suspected connivance at) permitting this manufacture to go on under his very eyes. Since then it is believed to have almost entirely ceased.* Last year there were considerable sales from the stores at Ganjam and Moonsoorcottah, to merchants from the neighbourhood of Itchapoor, which was quite a novelty. The renters of the fisheries at Itchapoor are, however, by a stranger anomaly, permitted to make earth salt, to cure their fish with. This privilege is, of course, profitably abused, and must be till it is withdrawn. There seems no necessity for its continuance there, as it is not accorded to the fishermen in the other parts of this district.

Query 9. Salt is sold at the pans to all applicants for any quantity not less than 5 mercals (value rs. $1\frac{1}{4}$); when purchasers take it by the heap they are allowed a deduction of 5 per cent. on the price of that quantity. The principal buyers are Brinjarries, who resort to the Nowpaudah pans in preference to any, as producing the salt that bears carriage best. Next in order comes the Ummeravilly salt, for which bandy merchants are the chief customers. At Munsoorcottah Brinjarries from Chota Nagpore purchase largely, and, if the salt there is all expended, at Ganjam; the produce of which is least in favour with merchants of all classes, as being the most perishable. No foreign salt is consumed in this district, *i. e.*, such as is legally imported. There is reason to believe that a little smuggled comes from Cuttack, but the salt of that district is not liked by the natives here. They believe it to be unwholesome, and consequently are prejudiced against it. All venders of rice and pulse, and other common articles of food, except vegetables, sell salt also by retail; and on market days salt is often sold by people who come for that purpose alone. It is difficult to draw the line of demarcation between foreign and home consumption, since much that is purchased for the former is sold, *en route*, for the latter purpose. The returns of revenue, so far as the accounts show them, are given in the Acting Collector's reply to this query, and therefore I need not repeat them. The same source also supplies the information called for regarding the consumption per annum per head. The per centage by weight of impurity in the salt of each cotaur is noted in the margin,† as obtained by actual experiment on average specimens from each.

Query 10. The mode in which, the persons through whom, and the arrangements under which, exportations by sea are carried on, the places to which the exportations are made, the quantity exported, and the amount of revenue derived from the export to each place, the quantity supplied to the French Government, and the terms on which it is supplied.

No export by sea from this district.

Query 11. The average wastage upon each garce of salt manufactured in the district after it has been measured, and carried to account.

The average wastage cannot be positively stated. It has been assumed, quite arbitrarily, for this district, that five per cent. is the proper amount to be allowed. My experience leads me to believe that this may be assumed to be correct for the best, or Nowpaudah, salt; but in the Ganjam salt, I think, if the storing were conducted in precisely the same manner as the sales, *i. e.*, the mercals accurately struck, and no pressing or shaking of them allowed, that 10 or even 12 per cent. is not too large a margin. These two rates may be taken as the probable extremes of wastage. The new salt rules have been in force for but a comparatively short period, and though they do lay down that the mercal is to be struck, and not heaped at all, this is not strictly attended to. I think too much stress has been hitherto laid, and too indiscriminate censure passed, on large wastage, without inquiring whether such be genuine or fictitious. The natural consequence is that no native subordinate will, no matter what orders are

* N.B.—That of salt in pans certainly has; but there is still some made by boiling for local consumption.

† Ganjam, 60 per cent.; Munsoorcottah, 34 per cent.; Ummeravilly and Nowpaudah, $28\frac{1}{2}$ per cent.

given, strike the mercals accurately: some excess, be it large or small, is measured into each heap. If the subordinate is honest this is accounted for by an unusually small amount of wastage; if otherwise, he carries it to his own account, and writes off the usual amount of wastage in the sale account.

The only remedy for this, and the only mode of fixing a certain standard to test the sales by (as far as I can see) is the heaping, under European superintendence, of a considerable portion, for several reasons, of the crop at each set of pans, as a rate of wastage must be fixed for each. This superintendence must be very close. The measurement of each mercal into each heap must be scrutinised with as much care as if it were being sold, instead of stored. When the goomastahs see that care is thus taken to fix a genuine, in place of a fictitious, rate of wastage they will no longer fear to be honest. The loss to Government will not be so great, under this system, as at first sight would seem certain, because a given quantity of salt will measure more in this manner, than in that now in vogue.

The answer to this query is given by the Acting Collector, as shown by the accounts, and therefore I need not re-state it. Query 12.

I have caused inquiries to be made, on this subject, at the different salt pans at Ganjam and Munsoorcottah. The ryots, if left to themselves entirely, offer to deliver salt to Government at 10 rupees a garce, at Nowpaudah at 20 rupees, at Ummeravilly at 15 rs. These two latter I consider preposterously high rates. I calculate that at Nowpaudah the rate of profit to the ryots, on the present Government price, is 40 per cent.; at Ganjam 30 per cent., and the profits at Munsoorcottah and Ummeravilly may be assumed to be the same as at Ganjam and Nowpaudah, respectively. These are very high, amply so, were they shared by only a few individuals, but when divided among a great number (at Nowpaudah 1,000 people) there is not a larger sum for each person than is sufficient to induce him to undertake the labour of production. I think, however, that salt might be contracted for, free of all Government interference, as from 7 to 10 rupees a garce, throughout the district. Query 13.

The distance from Ummeravilly to Nowpaudah is about 25 miles, from Nowpaudah to Munsoorcottah about 65, and from Munsoorcottah to Ganjam about 15. The rest of the information required in this query is contained in the replies already given. Query 14.

J. Fraser.

Principal Assistant Collector's Office, Chicacole,
May 26, 1854.

Appendix C.—No. 5.

The Collector of Vizagapatam to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Vizagapatam, Collector's Office, April* 28, 1854.

I have the honour to acknowledge the receipt of your letter under date the 6th instant, and to observe that the daily expectation of obtaining information to enable me to complete my replies to the queries which it contains has caused a delay, which I regret particularly, as some of the required information is still wanting.

2. The country in the neighbourhood of all the salt pans in this district is open with cultivated lands in the immediate neighbourhood. The average annual produce of the district is garces 2,463 or maunds 2,95,532. Information has not yet been obtained either as to the extent of the pans of late in use, the extent of land available if required for extended manufacture, or the quantity of salt which can be made on a given area of land. The lands have never been surveyed. Query 1.

3. The manufacturers are generally ryots who cultivate lands in the neighbourhood, some also at times, when their labour is not required in the fields or the pans, working as coolies as best they can get employment. These persons have no hereditary rights in the pans, such as those possessed by many of the manufacturers of salt in the south, though it is usual for the same ryots to cultivate the same pans from year to year. The channels for conveying the water to the salt pans are kept in repair at the expense of Government; advances to enable the cultivators to put their pans in order at the commencement of each season are given by the Government; and rs. 6 are payable for each garce of salt delivered at the cotaurs, the salt after delivery being stored Query 2.

and kept at the expense of Government. The quantity of salt to be manufactured each year is determined according to the quantity in store, and the estimated demand.

Query 3. 4. The manufacture of earth salt being prohibited, it is impracticable to ascertain the extent to which it is carried on, but, notwithstanding the heavy penalties attaching to this illicit manufacture, it is known that much earth salt is made in some localities. Seizures are made and fines imposed, but the manufacture is too profitable to be easily relinquished, the sales being always secret. I am unable to state its average price. Earth salt is made in this district by four different processes. In the first, a quantity of earth, much impregnated with saline matter, is mixed up in salt water in a cistern prepared for the purpose; the water is afterwards drawn off and poured into small beds or pans, and exposed to the sun, when salt is formed by evaporation. The second method is, instead of putting the water into beds as in the first, to put it into potsherds, and allow salt to form in them when exposed to solar evaporation. A third way is to boil the prepared water in earthen pots. The fourth plan is to put the earth and salt water into a common earthen pot, in the bottom of which a small hole is made, and a cotton wick introduced to allow the water to pass slowly into another earthen pot which is placed below it. The lower pot when sufficiently full is either exposed to the sun, or the water in it is boiled for the purpose of forming the saline crystals.

Query 4. 5. The process of manufacturing salt on account of Government is simply that of letting water from back-waters into beds prepared for the purpose, and allowing evaporation to take place; the water being removed from the first bed to another, in which the crystals are allowed to form, the salt, when in a fit state, is scraped and deposited on the edge of the pan, and afterwards put into a heap, when a sufficient quantity has been collected; from this heap, after being allowed a proper time for drying, it is removed to the cotaurs. At the cotaur it is measured and lodged in heaps of ten garces, the manufacturers and the Government servants of the department being present. Up to this time what may have been made is kept on estimate in the joint custody of both manufacturers and Government servants, but from the time of delivery the custody entirely devolves on the public servants. The account due to each ryot is determined on the quantity delivered being measured and stored at the cotaur. Either one of the principal native servants of the Hoozoor establishment or a covenanted servant is present during the storing at the cotaur.

Query 5. 6. Salt is not sold by weight in this district, no salt being exported from is by sea.

Query 6. 7. A local establishment is especially appointed for the protection of the revenue; daily accounts of sales are furnished, and whenever occasion may seem to require, or suspicions are excited, re-measurements of heaps are made in the presence of a covenanted officer.

8. The salt establishment of this district is small, consisting of 1 goomastah at the Hoozoor on 15 rupees a month, and 4 thannadars, 3 peishcars, 1 muddutgar, 4 shroffs, 2 golahs, 2 duffadars, 32 peons, and 7 doorgapooloos, in the district. Their duties are as follow:—The goomastah keeps the accounts received from the district, under the supervision of the revenue head sheristadar; the thannadars conduct the details of the depôt to which they are attached, under instructions from the Hoozoor; the peishcars and muddutgars are employed in keeping the accounts of salt transactions, under the orders of the thannadar, and otherwise assist him; the shroffs keep accounts of actual receipts and disbursements, and are also employed in shroffing or testing the money received; the golahs, duffadars, and peons, are employed at the discretion of the thannadar to look after the manufacturing and storing of salt, and protecting the same from night incursions from neighbouring villages; the doorgeepooloos, or salt measurers, are employed in receiving salt into store, measuring the same for sale. All the above duties are conducted under the general superintendence of the Collector and two of his covenanted assistants. There are no uncovenanted officers in this department.

Query 8. 9. It would be impracticable to ascertain the extent of smuggling in Vizagapatam. It is so much the interest of the servants of the Zemindars—and this is, in by far the greater portion, a Zemindary district—to connive at the illicit manufacture of salt, whilst the number of police is very limited, that no doubt the smuggling of earth and spontaneous salt takes place to a considerable extent during several months of the year, notwithstanding every effort to suppress it.

Query 9. 10. The interior of the district is supplied greatly by persons carrying grain for sale, returning with loads of salt, but the more distant parts are supplied by Brinjarries, who have in their hands the entire traffic in this article for export by land to the Nagpore country. None but indigenous salt is consumed internally. The gross average annual collections of the last five years amount to 1,48,847 r. 13 a. 8 p., and the net revenue for the same period to 1,33,113 r. 4 p. The salt in this district generally is of an inferior description. The pans which produce comparatively the best salt are of limited extent; the salt at

them, being larger in the crystals, is better suited for carrying to a distance, and is mostly exported by land. So much of the Government salt sold in this district is exported that only a rough estimate can be formed of the consumption per head; it is supposed to be about one seer and a-half. Commissioner's proceedings, 19th May, 1853, paragraph 3.

11. There are no exportations of salt by sea from this district. Query 10.

12. The average wastage used formerly to be large in this district; it has been of late reduced. The average of five years is $6\frac{92}{100}$ per cent; of the last two years $6\frac{1}{100}$ per cent. Five per cent. of wastage may be expected in any year in which there is much rain. Query 11.

13. The following details exhibit the cost to Government of each garce of salt:— Query 12.

	Rs.	A.	P.
Value of palmyra leaves for covering heaps	0	4	0
Charges for measuring, heaping, and thatching the salt	0	2	0
Preparing the ground for the salt heaps	0	0	6
Sundry petty charges	0	1	0
Price per garce paid to manufacturer	6	0	0
Charges of establishment, repairs of pans, &c., on an average ..	5	0	0
Rupees	11	7	6

14. The cost of manufacturing salt, including the wages of labour, the expense of watching, rent of land, and loss by wastage, would probably be about the same that it is to the Government. Query 13.

15. There are five places at which salt is manufactured in this district, Cooppily, Conadah, Carassa, Nabobpetta, and Nellimookoo. Carassa and Nabobpetta are so near each other that the superintendence is under the same thannadar. The distance from Cooppily to Conadah is sixteen miles; from Conadah to Carassa about thirty-two; and from Carassa to Nellimookoo, ten. The quantity of salt manufactured, the quantity sold, and the proceeds of sale during the last ten years, are shown below:— Query 14

No.	Fusly.	Quantity Manufactured.			Quantity Sold.			Sum realized from Sales.		
		Maunds	S.	C.	Maunds	S.	C.	Rs.	A.	P.
1	1253 ..	38,057	35	8	1,17,006	31	8	1,12,616	10	0
2	1254 ..	1,51,342	11	0	1,06,046	19	0	1,08,754	9	0
3	1255 ..	1,79,727	10	8	1,09,118	20	8	1,09,130	8	0
4	1256 ..	96,606	15	0	1,18,429	35	0	1,18,435	13	0
5	1257 ..	1,38,598	16	8	1,08,330	4	8	1,08,337	8	0
6	1258 ..	1,33,096	0	0	1,24,614	19	8	1,24,622	12	0
7	1259 ..	1,14,725	16	0	1,41,648	16	8	1,41,653	4	0
8	1260 ..	2,07,503	30	0	1,39,438	21	8	1,39,443	15	0
9	1261 ..	1,22,458	15	8	1,61,338	33	8	1,61,348	4	0
10	1262 ..	2,95,532	15	0	1,77,285	17	8	1,77,171	1	2
	Total ..	14,79,648	5	0	13,03,257	19	0	13,01,514	4	2
	Average ..	1,47,964	32	8	1,30,325	29	15	1,30,151	6	10

A. Robertson,
Collector of Vizagapatam.

Appendix C.—No. 6.

To W. H. Bayley, Esq., Secretary to the Board of Revenue,
Fort St. George.

Sir,

I have the honour to forward herewith replies to all the queries contained in your circular of the 6th instant, with the exception of the 1st, 13th, and 14th, the replies to which shall be sent hereafter.

T. Prendergast,
Collector.

Rajahmundry District, Cocanada,
April 24, 1854.

Enclosure No. 1.

Replies of Mr. Prendergast to Queries proposed in the Board's Circular of the 6th of April, 1854.

Rajahmundry District, Cocanada, April 24, 1854.

2. The manufacture is carried on by a class of men who have inherited the right from their fathers. Some of these men are engaged in cultivation, and some in various other occupations, besides the manufacture of salt. Others, again, have no second occupation, and live entirely by the manufacture. It is not known how the rights and privileges of the manufacturers first arose, but they now hold the pans as Maniem, and transfer their holdings, which are of various sizes, at pleasure. The ryots cannot make salt without the Collector's permission, and then only to a certain fixed amount. Before the commencement of the season, the quantity to be made is fixed, with reference to the expected sales, and the quantity to be kept on hand. The contract is divided among the different villages with reference to the extent of the pans, and the amount allotted to each village is again divided among the different ryots, according to the size and capacity of their respective holdings. The ryots are bound to deliver all the salt they make to the Government, and they carry it to platforms of raised earth, which are prepared in one or more places in each set of pans, and secure it in small temporary heaps at their own expense. It is afterwards stored in regular heaps, and thatched at the cost of Government. The ryots receive, for the salt they deliver, 5r. 8a. per Madras garce at the Pittapoor pans, and 6r. 8a. for the same quantity at the Mogultoor pans.

3. No earth salt is made on account of Government. Spontaneous salt is produced every year in the swamps along the coast. It was formerly collected, and put into heaps to the extent of from 200 to 300 garce a-year on the high ground in the neighbourhood of the swamps, and sold in the same manner, and at the same price, as the cotaur salt. Of late years no swamp salt has been collected. It has always been destroyed when beginning to form, being trodden down by herds of cattle.

4. The process of manufacture is very simple. The surface of the pans being first smoothed and levelled, the sea-water is admitted to a depth of from four to six inches, and being evaporated by the sun the salt is left. It is, when first taken out of the pans, placed on the small bunds which divide them, and, being then collected by the ryots, is carried in cavadies to the platforms as mentioned in the reply to question No. 2. The platforms are formed simply of raised earth, and are of such a height as to be above the ordinary rise of water in the monsoons. The salt is stored in heaps of ten Madras garce, and thatched with palmyra leaves. No other protection is required. The account of the produce is kept, in the first instance, by the peons who are posted on each platform. They count the number of cavadies brought to the platform, and report daily to the darogah. As the cavadies are not all of the same size, the estimate of the quantity thus arrived at is only approximate. Each ryot covers in his heap till the storing commences, and he then receives a receipt for the actual quantity ascertained by measurement, and his heap is transferred to the regular store heaps.

5. Salt is sold by weight only for exportation by sea.

6. A certain number of peons are employed on each platform, and during the season of manufacture a large extra establishment is entertained for the purpose of watching the pans, and preventing any salt from being removed either by the ryots or others. The manufacturers are not allowed to visit the pans by night. After the salt is stored, a fixed number of peons are kept on each platform, and from the way in which the heaps are thatched any

tampering with them would be easily apparent. Besides the fixed peons on the platform, others are appointed, whose duty it is to itinerate the surrounding villages and capture smugglers. A rowannah or pass is given to every purchaser of salt, and salt carried without such pass is liable to seizure and confiscation,

7. The undermentioned statement exhibits the number of servants employed in the salt department, with their salaries. The department is under the control of the Collector, but is generally handed over to his head assistant. The Hoozoor establishment are employed in conducting the correspondence, and examining the accounts under the orders of the Head Assistant Collector. At each cotaur there is a superintendent, styled darogah, who is charged with the general supervision of the cotaur, with the receipt and the sale of sa t, the manufacture, prevention of smuggling, preparation of accounts, &c. He is assisted by a peishcar, and two or more accountants or muddutgars. The karodah was appointed in order that there might be some check on the darogah; his duty is to be always present at the sales, and to report direct to the Head Assistant Collector when any irregularity comes to his knowledge. This office having been found useless in practice, I have recently recommended its abolition. The shroff is responsible for the genuineness of all coin tendered in exchange for salt, and for the custody of the money when first received at the time of sale. The pygusties or head peons are distributed among the different platforms, and have the other peons under their orders. The deloyets are employed in attending the darogah and in guarding the cash chest. The taliars are the measurers of salt. The hungamah, or temporary peons, are employed in the manufacture season to watch the pans and prevent smuggling, and a portion are afterwards retained to assist in guarding the platforms. They are discharged gradually as the salt on the platforms is sold off, and their services can be dispensed with.

PRESENT ESTABLISHMENT.

Hoozzoor.

No.	Denomination.	Amount of salary per Mensem.
		Rs.
1	Salt Gentoo Accountant	30
1	Do. Writer	25
		55

GYBUT.

Pittapoor.			Mogultoor.		
No.	Denomination.	Amount of Salaries per Mensem.	No.	Denomination.	Amount of Salaries per Mensem.
		Rs.			Rs.
1	Darogah	60	1	Darogah	50
1	Peishcar..	25	1	Peishcar..	25
1	Head Muddutgar ..	12	1	Head Muddutgar ..	12
1	Second do.	10	1	Second do.	8
1	Poorookoo Goomastah ..	8	1	Karodah..	10
1	Karodah	10	1	Shroff	10
1	Shroff	10	3	Deloyets at 5 rupees each	15
4	Deloyets at 5 rupees each	20	8	Pygusties at 5 rupees each	40
8	Pygusties at 5 rupees each	40	18	Peons at 4 rupees each..	72
16	Peons at 4 rupees each..	64	8	Taliaries, 2 at 3½ rupees each, and 6 at 3 rupees each	25
1	Musaljee	2			
8	Taliaries at 3 rupees each	24			
	Hungamah Peons from 100 to 150, from 4 to 6 months, at 4 rupees each per mensem.			Hungamah Peons, probably 30, for about 4 months, at 4 rupees per mensem.	

8. Smuggling is carried on principally by the clandestine abstracters of of spontaneous salt from the swamps, which it is difficult altogether to prevent

if once the salt is allowed to form, owing to the great extent of the swamps. A small quantity is obtained by boiling the salt earth; but this mode of smuggling is rare. It is not believed that smuggling of either kind is general, and the ground for such belief is the amount sold at cotaurs for home consumption, which, when compared with the population, as may be seen by the undermentioned statement, averages seven seers, or fourteen pounds per head per annum. It is understood that there is a higher average than obtains in other districts.

Home Consumption.						Average Consumption.	Population.	Average Consumption per Head.
Fusly 1258.	Fusly 1259.	Fusly 1260.	Fusly 1261.	Fusly 1262.	Total.			
Mds.	Mds.	Mds.	Mds. S.	Mds. S.	Mds. S.	Mds. S. C.	M.	Mds. S.
1,65,060	1,72,979	1,62,012	1,91,226 22	2,01,839 26	8,93,117 8	1,78,623 17 8	10,12,036	0 7

9. The internal consumption is supplied both by wholesale and retail dealers; the former convey it in dhonies along the rivers and channels, and on bullocks by land. A remission of six rupees per garce is allowed to purchasers of a whole heap. The retail dealers purchase the salt in cavady loads of one Bengal maund, and hawk it from village to village. Brinjarries come down in large numbers, and take many thousand bullock-loads into the Nizam's territories, the Nagpore country, &c. No foreign salt is consumed in this district. The quantity of indigenous salt consumed internally, and the amount of revenue derived from it for five years, is shown in the statement given below:—

Number.	Fuslies.	Home Consumption.		Inland Consumption.						Grand Total.	
				Other Districts.		Foreign States.		Total.			
		Quantity.	Revenue.	Quantity.	Revenue.	Quantity.	Revenue.	Quantity.	Revenue.	Quantity.	Revenue.
		Mds. S.	C.Rs. A. P.	Mds.	C.Rs.	Mds. S.	C.Rs. A.	Mds. S.	C.Rs. A.	Mds. S.	C.Rs. A. P.
1	1258	1,65,060 0	1,65,060 0 0	5,883	5,883	7,746 0	7,746 0	13,629 0	13,629 0	1,78,689 0	1,78,689 0 0
2	1259	1,72,979 0	1,72,979 0 0	17,052	17,052	1,013 0	1,013 0	18,065 0	18,065 0	1,91,044 0	1,91,044 0 0
3	1260	1,62,012 0	1,62,012 0 0	5,149	5,149	7,467 0	7,467 0	12,616 0	12,616 0	1,74,628 0	1,74,628 0 0
4	1261	1,91,226 22	1,89,812 3 4	5,153	5,060	13,141 20	13,021 8	18,294 20	18,101 8	2,09,521 2	2,07,919 11 4
5	1262	2,01,839 26	2,01,168 14 3	18,985	18,925	25,809 20	25,269 8	44,794 20	44,194 8	2,46,634 6	2,48,363 6 3

The salt is, in general, tolerably pure, though it is difficult to prevent some dirt from being mixed with it, particularly as in the season of manufacture, viz., the hot weather, violent dust storms frequently pass over the pans. The estimated consumption of salt per head is given in the answer to question 8, and the result is arrived at by comparing the quantity sold for consumption within the district with the population.

10. Salt is supplied to private parties for exportation by sea in the following manner:—The merchant makes his application to the Head Assistant Collector, who, if the salt can be spared, issues orders for the shipment. The merchant first pays down the price, viz., 15 rupees per 100 Bengal maunds, and the salt is weighed out by the darogah, and shipped on dhonies in the presence of the merchant or his agent, who is at liberty to send a peon of his own with each dhony to the vessel on which the salt is to be shipped. When the whole has been shipped, the darogah obtains from the merchant a receipt, which is forwarded to the Head Assistant Collector, who thereupon issues the usual certificate to the merchant. All the expenses of shipment are borne by Government. Salt is exported to Calcutta, and also to foreign ports to the eastward. In the latter case the price charged is 35 rupees per 100 Bengal maunds. The quantity exported, and the revenue derived for a period of five years, is shown below, as is also the quantity sold to the French Government, and the revenue derived therefrom. To the latter it is supplied at six rupees per garce.

No.	Fus-lies.	Exportation on Private Trade.						To the French Chief of Yanam.	
		To Calcutta.		Other Ports.		Total.		Quantity.	Revenue.
		Quantity.	Revenue.	Quantity.	Revenue.	Quantity.	Revenue.		
1	1258	53,600	8,040 0 0	..	..	53,600	8,040 0 0	1,140	57
2	1259	60,000	9,000 0 0	..	..	60,000	9,000 0 0	1,800	90
3	1260	25,200	3,780 0 0	..	..	25,200	3,780 0 0	1,440	72
4	1261	81,200	12,180 0 0	..	..	81,200	12,180 0 0	1,440	72
5	1262	19,916	2,987 6 5	..	..	19,916	2,987 6 5	1,440	72

11. The average wastage on each garce of salt, after it has been measured and carried to account, is found to be 4 maunds, $6\frac{1}{8}$ seers.

2. An answer to this question will be found in my letter to the Board of the 16th of December, 1851, No. 26, from which it will be seen that the average cost of salt to Government, including every item of charge, was 1 anna $8\frac{1}{2}$ pice per maund, or 12 rupees 13 annas per garce.

T. PRENDERGAST, *Collector.*

Enclosure No. 2.

Replies to Salt Queries.

1. The country in and adjoining to which the salt manufacture is carried on is low and flat, and composed of black soil. It is intersected by back-waters communicating with the mouths of the Godavery river. The average annual produce of the district for a period of ten years has been 2,38,327 maunds. The extent of land at present occupied by pans is 252 pootties. The quantity of salt that can be produced in a pootty of land varies, according to the season and the quality of land, from ten to eighty garce.

The additional land capable of being converted into pans is unlimited.

13. The salt could be made by the people, if left without interference, at about three rupees per garce.

14. The undermentioned statement gives the information called for in this query.

No.	Names of the Cotaur.	No.	Names of the Villages in which Salt is manufactured at present.	Extent of Land now occupied by Salt Pans in each village.	Outturn.	Sale.	Distance between each set of Pans.	Remarks.
1	Pittapoor ..	1	Carapa	15 2 8	20,500	20,300	From 1 to 2 miles apart.	The Pittapoor cotaur is 50 miles distant from the Mogultoor cotaur.
		2	Oamoolavada ..	20 0 0	24,500	24,400		
		3	Pengoodooroo ..	27 0 0	45,000	44,900		
		4	Goorajanapilly ..	31 3 0	30,900	30,800		
		5	Cholunghy ..	25 0 0	10,600	10,500		
		6	Paturlagada ..	3 15 8	6,500	6,400		
		7	Shalupuka Mokam Tungulla Doddy ..	27 0 0	21,800	19,400		
		8	Goorapooddy Mokam ..	21 3 0	20,000	17,000		
		9	Congoodroo do. .	28 0 0	27,000	26,000		
			Total	198 4 0	2,06,800	1,99,700		
2	Mogultoor..	1	Aval Mokam ..	12 0 0	11,500	10,700	Within half a mile of each other.	
		2	Fourth do. ..	19 0 0	17,600	15,800		
		3	Sixth do. ..	10 0 0	16,700	10,800		
		4	Pashaladeeweedo.	13 0 0	30,700	25,300		
			Total.. ..	54 0 0	76,500	62,600		
			Grand Total..	252 4 0	2,83,300	2,62,300		

T. PRENDERGAST.

Rajahmundry District, Pittapoor,
May 15, 1854.

Appendix C.—No. 7.

The Collector of Masulapatam to W. H. Bayley, Esq., Secretary to the Board of Revenue, Fort St. George.

Masulipatam Collector's Cutcherry,
April 21, 1854.

Sir,

I have the honour to acknowledge your circular under date the 6th instant, and to submit replies to the several queries contained therein, I will hereafter send to you a further reply to a part of the 1st query.

Reply to Query 1.

The nature of the country in, and adjoining to, which the manufacture of salt is carried on, may be described as extensive plains of saline soil lying near the coast, with here and there very slight undulations. At different parts of the coast, the spring tides enter the creeks or inlets, flood all the lower portions, forming salt swamps extending in length for many miles. If the water be dammed in, these are available for the production of very large quantities of spontaneous salt. Spots not differing materially from these swamps, but secure of a regular supply of salt water, have been selected for forming pans for the manufacture of salt. There are salt establishments in this district at Pondraka, 14 miles to the north of Masulipatam, and at Ingoodoor, 2 miles to the south-east, at each of which both swamp and manufactured salt are procurable. The extent of land at Pondraka, including both spontaneous and manufactured cotaurs is very great, some of the swamps being several miles in length. That made use of at Ingoodoor is very inferior in extent. An estimate of the quantity of land occupied by pans, and of the quantity producible on a given area, will be forwarded hereafter. The real extent in either is not at present known, owing to the cotaurs never having been properly measured. The limits might be extended greatly, far to the south of Masulipatam. At Conair and other swamps, salt could be produced to an almost unlimited amount, by dams being raised to prevent the return of the salt water after spring tides to the sea.

Average Annual Produce.

	M.	S.
Ingoodoor	64,238	37
Pondraka..	2,67,946	32
	3,32,185	29

Reply to Query 2.

The salt has always, in this district, been manufactured by coolies, chiefly Pariahs, with some few Telugus, working directly under the Government superintendent, who receive a daily hire of two annas. But in Fusly 1262, I introduced the contract system of manufacture in the Ingoodoor cotaur. The manufacturers receiving at the rate of 7 rs. per garce of salt, manufactured before March, and 6½ rs. per garce for that manufactured after March, and being at liberty to make their own arrangements with the coolies. The labourers employed in throwing up the dams, &c., and in other operations requisite to ensure the production of swamp salt, are paid in the Pondraka cotaur at 2 annas, and in the Ingoodoor cotaur at 1a. 8p. each per day. When the salt is produced, the coolies bring it from the swamps, carry it to the platforms, where it is heaped up, receiving at rs. 1 0 8 per garce of spontaneous salt actually stored.

Reply to Query 3.

Statement No. 1 exhibits the extent both of manufactured and spontaneous salt, produced in the Masulipatam district for the last 10 years. The selling price of the spontaneous or swamp salt, is the same as that of the manufactured, or 1 rupee per maund; and the mode in which the swamp salt is obtained, is most simple, nothing being required but to raise dams to prevent the salt water returning to the sea. The salt water is evaporated during the hot months, and the salt produced is then collected by coolies, and brought to the platforms to be stored.

Reply to Query 4.

The process of the manufacturing of sea salt is described below. At the places which have been selected for pans in the vicinity of salt water channels, reservoirs are made, running parallel to the channel, and the water is lifted and thrown into these by pacottas of scooped Palmya tree fixed on a bank separating the channel from the reservoir. In communication with these reservoirs, are beds composed of compartments of about 6 yards by 4, enclosed by ridges of 1 foot high, for manufacturing salt. The water standing in the reservoirs above described, is let into these manufacturing pans, and these are then trodden and trampled down by men, to make the soil of the proper consistency, which will occupy a space of 4 days. This process is repeated four times, and on the fifth time, without any quantity of water being let in, the beds are beaten down with a plank for 4 days, so that their surface may be perfectly level and smooth, and void of loose sand, when the water already heated in the large reservoirs, is admitted into these beds to the depth of 1½ inch. In the course of 5 or 6 days this water is absorbed or evaporated, and the result is the production of salt of small crystals in a limited quantity. This salt is again trampled down and

destroyed, so as to mix with the earth of the bed, and this process is again followed by beating down the surface of the pans with a plank. Four days after this, when the pans are quite dried up, the heated water from the reservoir alluded to above, which has become exceedingly saline from the evaporation, is finally admitted into these beds again to the depth of about 2 inches. In the course of about 8 days after this, salt is produced by evaporation, which is taken out and carried to the platform. The salt pans now again receive a fresh supply of water and the salt produced is likewise taken out once in every 8 days. This is repeated until the required quantity is gathered. The process of trampling down and preparing the salt beds, is usually commenced in December, and that of watering the beds and of producing salt in January; but no salt can be produced after the end of May. There are four regular moodavas or platforms in the Ingoodoor cotaur, and 35 in Pondraka cotaur for heaping and storing the salt. Some estimate of the quantity of salt is formed, before it has been stored by the daily accounts, of the number of cavady loads brought to the platforms, and after the salt has been measured, it is stored in heaps of 10 garce, and the oblong slightly conical heap is compressed as much as possible, and then thatched carefully to become water-tight. These heaps are numbered, and an account of storing exhibiting the number of heaps on a platform, and the quantity of salt contained in them in maunds, is prepared and sent to the Hoozoor; an exact copy of it being retained in the Talook cutcherry. For checking the sales-books prepared and bound in the Hoozoor cutcherry, the leaves whereof are numbered, and sealed with the Collector's seal, are sent to the salt cutcherries, and in these books, the salt servants make daily entries of the individual sales showing the particulars, the number of the heap and quantity sold, submitting every evening to the Collector, an extract exhibiting the result of the sale of the day. When a heap is altogether exhausted, a report is forwarded to the Collector, showing the date and the Fusly in which the salt was stored, when the sale was commenced, and when completed, and the quantity of wastage. These statements are carefully checked, and if the quantity of wastage appear to the Collector large, the officer in charge of the cotaur is immediately called upon to account for it. Moreover, monthly, quarterly, and half-yearly statements showing the sale and balance of salt, &c., are furnished to the Collector.

Reply to Query 5.

Salt does not appear to have been ever sold by weight in this district on account of Government.

Reply to Query 6.

The protection of revenue is dependent upon the efficiency, activity, and honesty of the ameen, and of his establishment of pygusties, peons, &c.. acting under the immediate superintendence of the Collector and his assistants. Overstoring, clandestine sales, and corruption on the part of the servants employed, are the evils to be most guarded against. If the whole of the salt manufactured or gathered, be brought to the platforms, and properly measured and stored, there ought to be no difficulty in protecting the revenue. Others, besides the ameen, are usually employed to superintend the storing, and one of the assistants to the Collector is either present at the time, or subsequently examines some of the heaps. When the salt is once stored, each platform is watched by peons, who are subject to the supervision of inspectors. With efficient supervision, there ought to be no great difficulty in protecting the revenue, realizable upon the quantity of salt actually stored. Where salt is partially produced in swamps, or places not included within the range, from which it has been determined to obtain the year's supply of salt, it is usual to have it trodden into mud by bullocks. The greatest obstacle to efficiently protecting the revenue, arises from the very extensive range of production.

Reply to Query 7.

The salt cotaurs of this district have usually been placed under the immediate supervision of the head or junior assistant, subject to the control of the Collector, who himself visits them when occasion may arise, or when, in the course of his duty, it may be practicable. The statement No. 2 shows the entire establishment connected with the production and sale of salt at the cotaurs, together with the Hoozoor cutcherry accountants of the salt department, who, subject to the supervision of the head sheristadar, have the duty of checking the accounts.

Reply to Query 8.

It is impossible to doubt the existence of smuggling of a very petty character, making a considerable aggregate amount, whereby the consumption of a considerable portion of the population, living in the villages near the coast and the salt swamps, is supplied. With small quantities of salt, procurable almost everywhere along the sea coast, by merely scraping the surface of the soil near their houses, no preventive service could ever entirely prevent the collection of it in small quantities by the poorer classes, and we accordingly find that there are some petty villages for which no salt has ever been purchased. The petty extent to which specific instances have been discovered, and the smuggled salt brought to sale between Fuslies 1258 and 1262, is shown in statement No. 3. Small quantities of salt may be occasionally pilfered during the process of manufacture and gathering by the coolies employed; but with these exceptions which we may check, but can never hope to prevent utterly, I have no reason to

believe that smuggling is carried on on any extensive scale. I do not believe that smuggled salt is ever collected and secretly stored in large quantities for exportation, or even for sale in the towns of the district.

Reply to Query 9. The whole of the salt consumed in this district is indigenous. For the home consumption of the district there is no distinct class of purchasers or carriers. The salt sold for district consumption has hitherto been almost entirely of the manufactured kind. This has arisen from every effort having been made to prevent the sale for home consumption of spontaneous salt, as the detection of smuggling would be rendered more difficult thereby. Statement No. 4 shows the salt sold for home consumption during the last 5 years, giving an average consumption of $3\frac{1}{16}$ per man, upon the estimated population of about 520,000; but, from the facilities of water communication in the northern, or Godavery watered, side of the district, much salt for home consumption is obtained from the Mogultoor cotaur, in the Rajahmundry district. Salt is carried on boats across the Colan lake; but, with this exception, the chief portion of the salt for home consumption is conveyed on bullocks. The trade to foreign districts is entirely in the hands of the lumbadies, who generally come with immense droves of bullocks, from Hyderabad, Nagpore, Kamptee, &c., between the months of October and February. I have not had opportunities of examining the impurity of the salt sold by the dealers at any considerable distance from the coast.

Reply to Query 10. No export has hitherto been made from this district by sea, but it has recently been proposed and sanctioned.

Reply to Query 11. A statement, No. 5, is prepared in reply to this question. Very extensive frauds, practised by the servants of the salt establishment, had unquestionably much to do with the heavy wastage for several years; but further allusion to the facts appears unnecessary here.

Reply to Query 12. Statement No. 6 exhibits the average cost to Government of every garce of salt stored in the Fusly 1262, with the particulars of every item of charge, exclusive of the pay of the regular establishment. There were 1800 g. $357\frac{1}{2}$ m. of manufactured salt, the average cost of which was rs. 6 : 8 : $5\frac{84}{100}$ per garce, and 3,442 g. 180 m. of spontaneous salt, the average cost of each garce of which was rs. 1 : 9 : $5\frac{66}{100}$, total 5,243 g. $137\frac{1}{2}$ m., the entire outlay in connexion with which was rs. 17,241 2, or rs. 3 : 4 : $7\frac{44}{100}$ per garce of the whole salt produced.

Reply to Query 13. I do not consider that there need be any material difference in the actual cost to others, if left entirely to the people, without Government interference, but I have already expressed my opinion of the impracticability of realizing our revenue, if this system be adopted.

Reply to Query 14. This question has been, in a great measure, replied to above, the distance between each set of pans will be reported hereafter.

I have, on various occasions since my arrival in this district, expressed my opinion that, with more extended operations for ensuring adequate supply and retention of brine in the swamps, the production of salt in this district might be almost illimitably extended, nor can I doubt that, with increased facilities for transmitting salt into the interior, and with depôts at suitable spots as far from the coast as water communication could convey it, the demand would increase immensely. The correspondence, apart from my reports upon the extra sources for Fuslies 1261 and 1262, has been chiefly with the Commissioner, to whom also I submitted, many months since, a revised moyenzabitah for the salt department, in which I proposed that the higher class of servants should receive a considerably higher rate of pay than their present utterly inadequate salary.

18th June, 1853.

T. D. Lushington, *Collector.*

Enclosure No. 1.

STATEMENT showing the extent of Manufactured and Spontaneous Salt produced in Masulipatam District, from Fusly 1253 to 1262.

Fuslies.	Cotaurs.	Manufactured Salt.			Spontaneous Salt.			Total.		
		Quantity of Salt.	Price per Maund.	Value.	Quantity of Salt.	Price per Maund.	Value.	Quantity of Salt.	Value.	
Fusly 1253	Inoogoodoor	MDS. S. 29,617 20	At 1 and 1½ rupee	R. A. P. 29,617 8 0	MDS. S. 31,632 0	At 1 and 1½ rupee	R. A. P. 37,492 8 0	MDS. S. 61,249 20	R. A. P. 67,110 0 0	
	Pondraka ..	94,401 0		94,401 0 0	2,21,295 0		2,22,223 8 0	3,1[illegible],696 0	3,16,624 8 0	
	Total ..	1,24,018 20		1,24,018 8 0	2,52,927 0		2,59,716 0 0	3,76,9[illegible]5 20	3,83,734 8 0	
1254	Inoogoodoor	75,120 0	At 1 rupee	75,120 0 0	44,029 20	1 rupee	44,029 8 0	1,19,149 20	1,19,149 8 0	In Fusly 1254 part of the salt was sold at 180 rupees, and the remainder at 120 rupees per garce.
	Pondraka ..	1,35,750 0	Ditto	1,35,750 0 0	2,12,784 0	Ditto	2,12,784 0 0	3,48,534 0	3,48,534 0 0	
	Total ..	2,10,870 0		2,10,870 0 0	2,56,813 20		2,56,813 8 0	4,67,683 20	4,67,683 8 0	
1255	Inoogoodoor	66,030 0	1 rupee	66,030 0 0	4,891 20	1 rupee	4,891 8 0	70,921 20	70,921 8 0	
	Pondraka ..	1,41,124 20	Ditto	1,41,124 8 0	2,97,148 20	Ditto	2,97,148 8 0	4,38,273 0	4,38,273 0 0	
	Total ..	2,07,154 20		2,07,154 8 0	3,02,040 0		3,02,040 0 0	5,09,194 20	5,09,194 8 0	
1256	Inoogoodoor	33,610 20	1 rupee	33,610 8 0	15,009 0	1 rupee	15,009 0 0	48,619 20	48,619 8 0	
	Pondraka ..	..	Ditto	..	2,53,507 20	Ditto	2,53,507 8 0	2,53,507 20	2,53,507 8 0	
	Total ..	33,610 20		33,610 8 0	2,68,516 20		2,68,516 8 0	3,02,127 0	3,02,127 0 0	
1257	Inoogoodoor	49,236 0	1 rupee	49,236 0 0	37,909 20	1 rupee	37,909 8 0	87,145 20	87,145 8 0	
	Pondraka ..	..	Ditto	..	57,097 20	Ditto	57,097 8 0	57,097 20	57,097 8 0	
	Total ..	49,236 0		49,236 0 0	95,007 0		95,007 0 0	1,44,243 0	1,44,243 0 0	

Enclosure No. 1—(*continued*).

Fusles.	Cotaurs.	Manufactured Salt.			Spontaneous Salt.			Total.	
		Quantity of Salt.	Price per Maund.	Value.	Quantity of Salt.	Price per Maund.	Value.	Quantity of Salt.	Value.
1258	Inoogoodoor	MDS. S. 32,344 20	1 rupee	R. A. P. 32,344 8 0	MDS. S. 37,810 20	1 rupee	R. A. P. 37,810 8 0	MDS. S. 70,155 0	R. A. P. 70,155 0 0
	Pondraka	74,419 20	Ditto	74,419 8 0	1,67,839 20	Ditto	1,67,839 8 0	2,42,259 0	2,42,259 0 0
	Total	1,06,764 0		1,06,764 0 0	2,05,650 0		2,05,650 0 0	3,12,414 0	3,12,414 0 0
1259	Inoogoodoor	61,831 20	1 rupee	61,831 8 0	..	..	..	61,831 20	61,831 8 0
	Pondraka	97,114 20	Ditto	97,114 8 0	1,73,209 20	1	1,73,209 8 0	2,70,324 0	2,70,324 0 0
	Total	1,58,946 0		1,58,946 0 0	1,73,209 20		1,73,209 8 0	3,32,155 20	3,32,155 8 0
1260	Inoogoodoor	..	..	..	..	..	..	..	..
	Pondraka	..	..	..	1,58,017 20	1	1,58,017 8 0	1,58,017 20	1,58,017 8 0
	Total	..			1,58,017 20		1,58,017 8 0	1,58,017 20	1,58,017 8 0
1261	Inoogoodoor	30,471 0	1 rupee	30,471 0 0	..	..	..	30,471 0	30,471 0 0
	Pondraka	1,218 0	Ditto	1,218 0 0	57,496 20	1	57,496 8 0	58,714 20	58,714 8 0
	Total	31,689 0		31,689 0 0	57,496 20		57,496 8 0	89,185 20	89,185 8 0
1262	Inoogoodoor	89,823 30	21 rupees per garce 1 per maund	89,258 3 4	3,022 20	1 rupee	3,022 8 0	92,846 10	92,280 11 4
	Pondraka	1,26,973 20	1 rupee per maund	12,973 8 0	4,10,071 20	Ditto	4,10,071 8 0	5,37,045 0	5,37,045 0 0
	Total	2,16,797 10		2,16,231 11 4	4,13,094 0		4,13,094 0 0	6,29,891 10	6,29,325 11 4

N.B. The selling price is 1 rupee per maund.

E. E. per (Signed) T. D. LUSHINGTON,
Collector.

Masulipatam, Collector's Cutcherry, April 21, 1854.

Enclosure No. 2.

MOYENZOBITAH of Salt Department in the Zillah of Masulipatam.

Rank or Employments.	Inoogoodoor Cotaur. No.	Inoogoodoor Cotaur. Salary per Month.	Pondraka Cotaur. No.	Pondraka Cotaur. Salary per Month.	Total. No.	Total. Salary per Month.	Remarks
Ameens	1	30 0 0	1	60 0 0	2	90 0 0	Superintends the manufacture, gathering, and sale of salt, and is entrusted with the entire management of the cotaur.
Peishcars	1	14 0 0	1	14 0 0	2	28 0 0	Aids the ameen in storing and selling salt, and checks the accounts of the cotaur.
Muddutgars	..	..	1	10 0 0	1	10 0 0	Prepare the daily, monthly, and other accounts, and also are occasionally sent to the platforms for petty sales.
			1	7 0 0	1	7 0 0	
Karodahs	1	10 0 0	1	10 0 0	2	20 0 0	Goes round to the platforms, and watches during the manufacture and storing of salt.
Shroffs	1	6 0 0	1	7 0 0	2	13 0 0	In charge of the treasury under the orders of the ameens.
Duffadars	1	6 0 0	1	6 0 0	1	12 0 0	Attends at the treasury, and inspects the pans during the manufacture of salt under the orders of the ameens.
Kantagurs, at rupees 5 each	2	10 0 0	4	20 0 0	6	30 0 0	Measure the salt at the time of storing and selling the salt.
Deloyets, at rupees 5 each	2	10 0 0	5	25 0 0	7	35 0 0	Guard the treasury.
Pygusties, at rupees 4 8 ditto	3	13 8 0	6	27 0 0	9	48 0 0	*Vide* remarks against karodahs.
Fixed peons, at 4 ditto	12	48 0 0	20	80 0 0	32	128 0 0	Watching the platforms.
Hungamah ditto, at rupees 4 ditto	..	..	20	80 0 0	20	80 0 0	Ditto dito.
Sweepers	1	1 8 0	1	1 0 0	2	28 0 0	Serve under orders of the ameens for clearing the cutcherry, &c.
	25	149 0 0	63	347 0 0	88	496 0 0	
Saderwared	..	2 10 0	..	3 4 0	..	5 14 0	
	25	151 10 0	63	350 4 0	88	501 14 0	
Huzzoor.							
Peishcar					1	17 8 0	For examining and preparing accounts in the Hoozoor received from the 2 cotaurs, under orders of the head sheristadar.
Goomastah					1	7 0 0	
Total					2	24 8 0	
Grand Total					90	526 6 0	

Masulipatam, Collector's Cutcherry, April 21, 1854.

E. E. per (Signed) T. D. Lushington,
Collector.

Enclosure No. 3.

STATEMENT showing the amount realized from the Sale of Smuggled Salt.

Fuslies.	Quantity.		Amount.		
	Maunds.	Seers.	Rs.	A.	P.
1258	29	$8\frac{1}{2}$	29	3	4
1259	44	$24\frac{1}{2}$	44	9	9
1260	82	$38\frac{5}{16}$	82	15	4
1261	13	28	13	11	1
1262	10	$29\frac{6}{16}$	10	12	..
Total	181	$8\frac{11}{16}$	181	3	6

Masulipatam, Collector's Cutcherry, April 21, 1854.

E. E. per (Signed) T. D. LUSHINGTON, *Collector.*

Enclosure No. 4.

STATEMENT showing the Quantity of Salt sold for Home Consumption, and the estimated Consumption per Head in the District of Masulipatam.

Fuslies.	Description of Salt.	Quantity of Salt sold for Home Consumption.	Value.	Population.	Proportionate quantity for each Head per Annum.	Remarks.
		M. S.	Rs. A. P.	Number.	Seers.	
1258..	Manufactured salt..	50,206 20	50,206 8 0			
	Spontaneous do...	141 0	141 0 0			
	Total	50,347 20	50,347 8 0	5,20,866	$3\frac{1}{16}$	
1259..	Manufactured salt..	47,384 $8\frac{1}{2}$	47,384 3 5			
	Spontaneous do...	30 0	30 0 0			
	Total	47,414 $8\frac{1}{2}$	47,414 3 5	5,20,866	$3\frac{1}{16}$	No foreign salt is sold in this district, and it is understood that some of the northern and eastern portions draw their supplies from the Mogultoor cotaur of the Rajahmundry district.
1260..	Manufactured salt..	53,743 20	53,743 8 0			
	Spontaneous do...	3,429 0	3,429 0 0			
	Total	57,172 20	57,172 8 0	5,20,866	$4\frac{6}{16}$	
1261..	Manufactured salt..	57,889 20	57,889 8 0			
	Spontaneous do...	3 0	3 0 0			
	Total	57,892 20	57,892 8 0	5,20,866	$4\frac{7}{16}$	
1262..	Manufactured salt..	43,782 0	43,782 0 0			
	Spontaneous do...	453 0	453 0 0			
	Total	44,235 0	44,235 0 0	5,20,866	$3\frac{6}{16}$	

Masulipatam, Collector's Cutcherry, April 21, 1854.

E. E. per (Signed) T. D. LUSHINGTON, *Collector.*

Enclosure No. 5.

STATEMENT showing the Wastage upon each Garce of Manufactured and Spontaneous Salt in the Zillah of Masulipatam.

Fuslies.	Quantity of Salt Sold, exclusive of Smuggled Salt.				Wastage.				Wastage, per Garce.			
	Garces.	Mercal.	Maunds.	Seers.	Garces.	Mercal.	Maunds.	Seers.	Garces.	Mercals.	Maunds.	Seers.
Fusly 1253	2,453	345	2,94,463	20	239	200 2/16	28,740	1 1/2	..	39	..	1/2
„ 1254	2,725	55	3,27,016	20	112	80	13,464	..	..	16	3	1 2/16
„ 1255	3,354	215	4,02,544	20	45	345	5,503	22	..	5	3	1 2/16
„ 1256	2,313	190	2,77,617	..	134	60	16,098	..	..	23	1	3/4
„ 1257	2,383	15	2,85,964	20	265	9 6/16	31,802	32 1/2	..	44	3	1 5/16
„ 1258	2,587	390	3,10,557	..	313	155 10/16	37,606	28	..	48	3	3/4
„ 1259	2,164	355	2,59,786	28 1/2	326	..	39,120	..	..	60	1	1 5/16
„ 1260	2,334	26 10/16	2,80,088	..	263	137 10/16	31,601	11 1/2	..	45	1	1/16
„ 1261	2,031	215	2,43,784	20	44	325	5,377	20	..	8	6	14/16
„ 1262	1,180	1/2	1,41,606	..	56	360	6,828	..	..	19	2	7/16

Masulipatam Collector's Cutcherry,
April 21, 1854.

E. E. per (Signed) T. D. LUSHINGTON,
Collector.

Enclosure No. 6.

STATEMENT showing the Quantity of Salt produced and the Different Items of Expenses incurred in Fusly 1262 in the District of Masulipatam.

Names of the Cotaurs.	Quantity produced in Fusly 1262.			Items of Expenses.	Amount of Charges.						Total.			Average Charge per Garce of Salt in Store.		
					Pandrakah Cotaur.			Inoogoodoor Cotaur.								
	Quantity of Manufactured Salt.	Swamp Salt.	Total.		Manufactured Salt.	Swamp Salt.	Total.	Manufactured Salt.	Swamp Salt.	Total.	Manufactured Salt.	Swamp Salt.	Total.	Manufactured Salt.	Swamp Salt.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
	Garces M.	Garces M.	Garces M.		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	R. A. P.	Rs. A. P.	Rs. A. P.
1 Pondraka Cotaur ...	1,058 45	3,417 105	4,475 150	Salaries of the manufacturers	4,143 6 6½	3,403 8 5½	7,546 15 0	4,720 6 1	26 3 9	4,746 9 10	8,863 12 7½	3,429 12 2½	12,293 8 10			
2 Inoogoodoor Cotaur	742 312½	25 75	767 387½	Value of straw, &c., for covering the heaps ...	404 5 4	1,305 13 6	1,710 2 10	182 0 0	6 0 0	188 0 0	586 5 4	1,311 13 6	1,898 2 10			
				Value of bamboos fastened to the planks ...	1 15 4½	...	1 15 4½	...	...	...	1 15 4½	...	1 15 4½			
				Value, &c., of planks	10 14 *8	...	10 14 8	...	...	...	10 14 8	...	10 14 8			
	1,800 357½	3,442 180	5,243 137½	Hire for hewing down and conveying Palmyra trees for making pickottah and trunks	5 13 9	...	5 13 9	...	...	...	5 13 9	...	5 13 9			
				Hire for making pickottahs and trunks	12 8 0	...	12 8 0	...	...	...	12 8 0	...	12 8 0			
Salt purchased which was imported from Bombay and landed from a vessel which had been driven into the port in an unseaworthy state	5 300	...	5 300	Hire for making number of planks for numbering on the heaps	2 2 6½	6 5 7½	8 8 2	4 8 5	0 2 9	4 11 2	6 10 11½	6 8 4½	13 3 4			
				Hire for cutting and conveying forked sticks, &c., for watering	6 0 0	...	6 0 0	...	...	...	6 0 0	...	6 0 0			
				Hire for examining the measurement of manufactured salt and heaping it	156 7 0	...	156 7 0	...	...	...	156 7 0	...	156 7 0			
				Value of gunny cloths	4 14 11	...	4 14 11	4 8 0	...	4 8 0	9 6 11	...	9 6 11			
				Hire for preparing the heaps	...	43 3 9	43 3 9	13 0 0	0 6 8	13 6 8	13 0 0	43 10 5	56 10 5			
				Hire for covering the heaps with straw bundles	...	32 6 10½	32 6 10½	6 8 0	0 3 4	6 11 4	6 8 0	32 10 2½	39 2 2½			
				Hire for covering the heaps	...	...	...	19 5 4	0 13 4	20 2 8	19 5 4	0 13 4	20 2 8			
	1,806 267½	3,442 180	5,249 37½	Bandy hire for conveying grass from Bunder to the swamps	...	...	...	...	4 0 0	4 0 0	...	4 0 0	4 0 0			
				Hire for bringing Palmyra leaves to the embankments of swamps	...	...	...	...	6 13 0	6 13 0	...	6 13 0	6 13 0			
				Hire for watering the swamps with pickottahs and baskets	...	17 15 0	17 15 0	...	...	...	...	17 15 0	17 15 0			
				Repairs of the canals of the manufacture ...	...	...	...	408 14 0	...	408 14 0	408 14 0	...	408 14 0			
				Repairs of the old platforms	...	123 6 0	123 6 0	49 15 0	...	49 15 0	49 15 0	123 6 0	173 5 0			
				Repairs of the fences	...	...	...	8 0 0	...	8 0 0	8 0 0	...	8 0 0			
				Repairs of chowkeys...	...	...	...	9 0 0	10 0 0	19 0 0	9 0 0	10 0 0	19 0 0			
				Repairs of the banks of the manufacturing canals	...	...	...	0 9 0	...	0 9 0	0 9 0	...	0 9 0			
				Hire for clearing the manufacturing pans ...	291 2 0	...	291 2 0	...	...	...	291 2 0	...	291 2 0			
				Hire for repairing the brauch canals of the manufacturing pans	22 0 0	...	22 0 0	...	...	...	22 0 0	...	22 0 0			
				Raising platforms of Vignaswara Moodava ...	17 5 0	...	17 5 0	...	...	...	17 5 0	...	17 5 0			
				Hire for repairing the bottom parts of platforms of the heaps	6 8 0	...	6 8 0	...	...	...	6 8 0	...	6 8 0			
				Hire for raising banks to the swamps	...	262 6 0	262 6 0	...	32 5 0	32 5 0	...	294 11 0	294 11 0			
				Hire for taking out aquatic plants from the swamps of Tallopollem	...	...	...	...	170 9 0	170 9 0	...	170 9 0	170 9 0			
				Repairs of the cuts of platforms of swamp salt ...	...	1 8 0	1 8 0	...	...	...	...	1 8 0	1 8 0			
				Repairs of the cuts of platforms of Cotaur Purra swamp	...	26 2 0	26 2 0	...	...	...	...	26 2 0	26 2 0			
				Repairs of the new canal dug out from the Gollapollem River...	1,248 13 0	...	1,248 13 0	...	...	...	1,248 13 0	...	1,248 13 0	This charge is not annually incurred		
					15,857 2 0	413 6 0	1,999 2 0	476 6 0	212 14 0	689 4 0	2,062 2 0	626 4 0	2,688 6 0			
					6,334 4 1½	5,222 11 2½	11,556 15 4	5,426 9 10	257 8 10	5,684 2 8	11,760 13 11½	5,480 4 0½	17,241 2 0	6 8 5 44/100	1 9 5 44/100	3 4 7 44/100

Masulipatam, Collector's Cutcherry, April 21, 1854.

E. E. per (Signed) T. D. Lushington, *Collector.*

Appendix C.—No. 8.

No. 12.

To W. H. Bayley, Esq., Secretary to the Board of Revenue,
Fort St. George.

Sir,

I have the honour to submit replies to the queries contained in your circular of the 6th ultimo.

I have, &c.,
A. Purvis, *Acting Collector of Guntoor.*

Guntoor District, Collector's Office, Baupetlah,
May 5, 1854.

Enclosure No. 1.

The salt in this district is made on the low lands lying near the coast; the soil is a specie of light clay, impregnated more or less with salt, and generally useless for any other purpose. Query 1.

Taking the last ten years the average quantity manufactured has been 3,221 g. 287 m. or 3,86,606 Indian maunds, *vide* Statement A. The estimated extent of land occupied by pans, salt water reservoirs, &c., at each of the four places of manufacture in this district, is given in the margin.* The pans differ much in size, both at the different places of manufacture and even at the same cotaur. The most common size, perhaps, is about 3,000 square yards, but the quantity of salt that can be made in each such pan, in a season, varies according to the locality, nature of soil, &c. Some of the pans at Chinna Ganjam will yield 1,200 Ind. mds., while those at Nizampatam will not produce half the quantity. The quantity obtained, moreover, varies much with the season. A shower or two in April will throw back the manufacture for a month, while a continuance of a moderate south-easterly breeze, the most favourable for the rapid production of the salt, will greatly increase the out-turn. Much depends also on the previous monsoon, if the rains have been heavy or late, there is a proportionate delay in getting the pans free from water, and ready to commence working. It is difficult to name, with any approach to correctness, the extent of land in this province, on which salt might be manufactured. There are, it is believed, but few places near the coast where it might not be made, if required.

The pans are looked upon as private property, are mortgaged, bought and sold, and inherited. The condition under which they are held is well understood. The Collector determines the quantity of salt required each season, and at what stores it shall be made, and the quantity is apportioned among the holders of the pans. At the two† large stores in this district the manufacture is as far as possible carried on in alternate years. No claim to manufacture salt annually is considered to exist, nor is any right supposed to be invaded, or any compensation looked for, when, as has been sometimes found necessary in concentrating the operations of the manufacturers, and so placing the depôts under better control, the pans in a particular locality are no longer used. The pans are held by persons of all classes: some carry on the manufacture on their own account; others sub-let their pans, as it were, giving the party who undertakes the manufacture, many of whom are also engaged in the cultivation of land, from 4½ to 5½ or 6 rupees per garce, taking themselves the difference between the above amount and the sum paid by Government, viz., 7 rs. per garce of 120 Bengal maunds. Query 2.

The manufacture of earth salt is not allowed in this province, nor is spontaneous or swamp salt ever collected or sold on behalf of Government. The Query 3.

	Acres.
* Chinna Ganjam	415
Pedda Ganjam	165
Nizampatam	120
Pairly	60
	760

† Chinna Ganjam, Pedda Ganjam.

collection and appropriation of such salt by individuals is considered as an offence against the salt laws, and is punished by fine or imprisonment, under Regulation I, of 1805. Care is taken to destroy, as soon as produced, all salt of this description.

Query 4.

The land on which salt is intended to be manufactured is, in the first instance, prepared either by ploughing or by digging; water is then let in upon it, and the ground, after being trodden by cattle, is carefully levelled with wooden hoes, and left to dry for some days. The pan is then formed. Each pan having a path down the middle, and being further divided, by small ridges of earth, into several compartments: a small quantity of water is let into the pans so prepared, and the ground again trodden by men. This process occupies about twenty days. A pond* is dug in the vicinity, water strongly impregnated with salt being found near the surface, and the water drawn from it by pacottas, into an open reservoir close to the pans. The water is allowed to remain in this reservoir for about a week, when it is let into the pans, to the depth of from 3 to 6 inches. In 4 or 5 days an inferior description of salt is produced, at which time another inch of water is let in, and, in another four days, good salt begins to be formed. In about 10 days, the salt is ready, and is drawn from the pans with large wooden hoes or scrapers, and left for a few days on the pathway already referred to, to allow of the water draining off and the salt drying, in some degree.† It is then carried in baskets to the platforms, where each ryot's salt is separately heaped. As soon as the first batch of salt is drawn from the pans water is again let in, and, under favourable circumstances, another crop will be ready for taking out in 10 days or so. The process is repeated till all the salt required for the season is made, when no more water is allowed to be let into the pans, and the manufacture is put a stop to. Under ordinary circumstances this can be accomplished by the end of May. The manufacture is commenced as soon as the pans are tolerably free from the water left by the rains. In the vicinity of each set of pans a raised platform of earth is constructed, sufficiently large to receive all the salt likely to be manufactured in the pans under it, and surrounded by a broad ditch with generally but one entrance. These platforms are frequently further protected by a hedge of prickly pear. It is upon these platforms that the salt is brought, each ryot's salt being separately heaped. It is not measured, but an estimate of the probable quantity is made. When the manufacture is finished, and the salt is considered to be sufficiently dry, the process of receiving it into store is commenced. When practicable, the operation is conducted under the superintendence of a covenanted assistant. Certain servants of the Land Revenue Department are summoned from the talooks from which they can be best spared, and with each of these one of the salt servants, when practicable, is associated, and the storing proceeds; a certain number of deloyets and peons are also deputed to assist and keep order. The number of platforms at each cotaur is given in the margin.‡ If there is a good deal of salt to be received, as many as six parties are employed at the same time, but not all, of course, on the same platform. Each party receives the salt for one heap of 10 garce of 1,200 Indian maunds. Under each party 5 coolies (paid by the manufacturers), each with a mercal, are placed, and it is found that each party can, with occasional relief of the mercal coolies, and unless the heat of the weather should be more than usually great, store 3 heaps of 10 garce in the day. Some extra measurers, as they are called, who strike the mercals when filled, are entertained during the storing, but no other extra servants. These measurers are paid at the rate of from 5 rs. to 5 rs. 10 a. per mensem. The sales of salt are, generally, suspended at the larger cotaurs during the progress of the storing. This, as the depôts are so close to each other, and the storing at both does not go on at the same time, can be done without inconvenience to purchasers.

Storing.

The storing, save the charge above referred to for extra measurers, is at the expense of the manufacturers. They have no difficulty in procuring as much labour as they require, the manufacture having generally ceased before the storing commences. The salt heaps are placed in lines, on the platforms, and regularly numbered. The quantity of salt received, as the storing of each heap goes on, is entered in a book, the pages of which are stamped and numbered, to prevent the abstraction of a leaf or leaves, with the name of the ryot to whom the salt belongs, and the names of the servants superintending the proceeding. Directly each heap is complete it is formed into shape, an oblong, and thatched with straw. The expense of thatching is borne by Government. As each ryot's salt is received into store, an entry, duly signed by the servants superintending the process, showing the quantity of salt received from him, is made in a book, the pages of which are numbered as above, and which is kept by the ryot.

* At Nizampatam and Parlie, water from the salt back-waters is often used.

† The labour of forming the pan as above detailed, is, of course, not required each year. Once made, the ground only requires to be annually smoothed, and the small banks raised.

‡ Chinna Ganjam, 13; Pedda Ganjam, 4; Nizampatam, 5; Parlie, 2.

When the storing is completed the accounts are made up, and the money, at the rate of 7 rupees per garce, sent from the Collector's treasury, for distribution in the presence of the covenanted assistant. As each ryot receives the amount due to him an entry to that effect is made in his book, and he signs an acquittance roll, in the presence of all parties concerned and two witnesses. I should mention that, at the beginning of the season, when the quantity of salt to be made by each ryot is determined, one rupee per garce is advanced to him, which sum is of course recovered, when the salt is paid for. This payment is also exhibited in the ryot's book. The salt is sold either wholesale—that is by the heap, when a deduction of 6 rupees per garce is allowed, or retail—by measurement, in the same manner it is received into store. Certain of the depôt servants attend daily at the platform, the salt on which is under sale, and supply the retail dealers, who have previously paid for the salt at the salt cutcherry, with the quantity required by them; the amount so paid is entered in a book, with the pages stamped and numbered. This book is taken to the place of sale, and the quantity of salt paid for by each party delivered to him, with a pass. Wholesale purchasers pay for the salt after they have received it. Sales.

The salt is never sold by weight in this district. Query 5.

Each purchaser of salt is furnished with a pass, and any salt under transport not covered by a rowannah is, under Section XII, Regulation I, of 1805, liable to confiscation. Query 6.

In the statement forwarded, marked B, will be found the information required. There is no covenanted servant especially employed in the salt department. The details are generally conducted by one of the covenanted assistants, under the general superintendence and supervision of the Collector. Query 7.

During the season of manufacture, owing to a want of vigilance and sometimes, perhaps, to the connivance on the part of the peons, whose duty it is to prevent such practices, a small quantity of salt will, from time to time, be secreted and carried off, to be disposed of as opportunity may offer, but the quantity so smuggled is, on the whole, believed to be but small. No instance of the establishment of an illicit manufactory has ever been brought to light; such could hardly occur without immediate detection. Query 8.

The salt is carried into the Nizam's country principally by Brinjarries, large parties of which class of people come as soon as the rains are over, that is about the month of December, to the Ganjam stores, crossing the Krishna by any of the various ferries between Nakoonambadah in the Palnad, and Chintapully in the Coorapaud talook, proceeding through the western talooks of the district to the stores named, which are at the extreme south. Bullocks alone are used by these dealers in the transport of the salt. It is not unusual for the same party to make two trips in the season, if they find forage and water likely to be available, and there is a good demand for the article in the Hyderabad country. I have no means of knowing to what extent the salt may be adulterated by those through whose hands it passes, before it reaches the consumer, but, as I believe it is generally sold by the retail dealers, in the Nizam's country, by weight, the heavier it is the better for the seller. The trade in the salt for home consumption, that is, within the district, is carried on by Brinjarries, and any others who are inclined to earn a livelihood thereby. I have no reason to think that the practice of adulteration obtains to any great extent. The salt is, throughout the district, invariably sold by measurement. The average quantity sold for home consumption, during the last 10 years, is 96,004 Ind. mds., which, taking the adult population at 357,772 (according to the census of 1851) gives $10\frac{3}{4}$ seers per head, per annum, or taking the whole population (570,083) $6\frac{3}{4}$ seers per head. There is reason, however, to believe this to be below the truth. There is little doubt a portion of the salt declared, at the time of purchase, to be carried to other districts, or beyond the frontier, is disposed of within it. The failure of the means of conveyance may often compel the dealers to part with a portion of their stock before reaching their destination. It will be seen from the statement marked C, that although, in Fusly 1262, the inland sales were unusually large, the home sales were below the average. The amount of revenue derived from the sale of salt for home, inland, and foreign consumption is shown in the statement just referred to. Query 9.

No salt is exported by sea from this district, nor is any supplied to the French Government. Query 10.

The average wastage on the stored salt is exhibited in the statement submitted, marked D. Query 11.

The average cost of the salt per garce (120 Indian maunds) to Government, taking the last three years is given in the margin.* Query 12.

	RS.	A.	P.	C.
* Paid to manufacturer ..	7	0	0	0
Wages of establishment ..	2	9	10	50
Cost of conveying salt heaps	0	9	8	80
Do. repairing platforms, &c.	0	2	2	23
Cost of repairing cutcherries	0	0	10	1
Salt russooms	0	0	5	34
Pay of a boatman, *vide* No. 16 in Statement B	0	0	0	69
Repairing mercals	0	0	0	67

Query 13. It is not very easy to answer this question, but, at a rough guess, I should say from 4½ to 6 rs. a garce. There can be no doubt the actual cost of making the salt at present is considerably less than the price paid for it by Government, or the pans would not be, as they now are, saleable.

Query 14. The names of the places at which salt is made, in this district, and the estimated extent of ground under cultivation, are given in the margin.* The out-turn and sale for the last 10 years is shown in Statement A. Chinna Ganjam and Pedda Ganjam are within about 3 miles of each other, and the last hardly as far from the most northern of the Nellore stores. Parlie is about 25 miles north-east from Chinna Ganjam, and Nizampatam perhaps 8 miles further east. I have lately recommended that the small store at Parlie should be abolished. The sales are comparatively trifling in extent, and yet during the season of manufacture more petty pilferring goes on than at all the other depôts together.

A. PURVIS, *Acting Collector of Guntoor.*

	Acres.
* Chinna Ganjam	415
Pedda Ganjam	165
Nizampatam	120
Parlie	60

Enclosure No. 2.

STATEMENT A, showing the Quantity of Salt Manufactured and Sold at each store in the Guntoor District for the past 10 years.

No.	Fuslies.	Chinna Ganjam Store.		Pedda Ganjam Store.		Nizampatam.		Parlie.		Total.	
		Quantity of Salt received into Store.	Quantity of Salt Sold.	Quantity of Salt received into Store.	Quantity of Salt Sold.	Quantity of Salt received into Store.	Quantity of Salt Sold.	Quantity of Salt received into Store.	Quantity of salt Sold	Quantity of Salt received into Store.	Quantity of Salt Sold.
		I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	I. M. S.
1	1253 ..	29,757 24	1,98,237 24	51,940 32	77,295 0	31,512 0	41,562 36	4,800 0	31,850 16	1,18,010 16	3,18,945 36
2	1254 ..	3,63,662 20	2,32,527 24	1,12,161 0	66,410 4	38,763 36	19,888 8	88,566 24	30,569 16	6,03,114 0	3,49,395 12
3	1255 ..	1,20,724 8	1,57,247 16	69,661 20	1,09,745 28	29,322 24	43,993 20	2,508 24	34,145 28	2,22,216 36	3,45,132 12
4	1256 ..	2,02,520 4	2,02,692 12	1,00,800 0	64,040 16	18,233 16	19,150 8	30,000 0	24,846 36	3,51,553 20	3,10,729 32
5	1257 ..	2,51,583 36	2,22,517 20	77,630 28	1,16,420 28	58,020 0	30,175 32	23,463 36	23,242 8	4,10,698 20	3,92,356 8
6	1258 ..	.. ..	3,07,505 28	1,74,000 0	56,799 24	1,15,059 24	27,042 24	.. ..	24,736 8	2,89,059 24	4,16,084 4
7	1259 ..	4,78,284 12	86,754 36	1,25,282 4	2,45,522 28	.. ..	52,686 24	65,142 36	8,567 28	6,68,709 12	3,93,531 36
8	1260 ..	.. ..	3,30,510 12	1,96,455 12	51,854 28	.. ..	26,865 12	.. ..	16,186 8	1,96,455 12	4,25,416 20
9	1261 ..	4,33,146 12	1,40,684 16	69,446 16	1,29,825 12	.. ..	38,732 28	.. ..	29,253 36	5,02,592 28	3,38,496 12
10	1262 ..	2,48,400 0	4,32,377 4	1,64,400 0	1,52,103 36	67,097 16	7,739 28	23,754 24	17,669 16	5,03,652 0	*6,09,890 4
		21,28,038 36	23,11,054 32	11,41,777 32	10,70,018 4	3,58,008 36	3,07,837 20	2,38,236 24	2,41,068 0	38,66,062 8	39,29,978 16
	Average..	2,12,803 35½	2,31,105 19	1,14,177 31	1,07,001 32	35,800 35½	30,783 30	23,823 26½	24,106 32	3,86,606 8¾	3,92,997 33½

* The sales in this year were much enhanced in consequence of no salt being available for sale during a part of the year in the adjoining district of Masulipatam.

Guntoor District, Collector's Office, Baupetlah,
May 5, 1854.

E. E. per (Signed) A. PURVIS,
Acting Collector.

Enclosure No. 3.

B.—LIST of Salt Establishments in the Guntoor District as it stood on the 31st of March, 1854, Fusly 1263.

Number.	Name of Division.	Name of Store.	No. in Column of Remarks.	Employment.	No. of Servants.	Salary of each per mensem.	Total.	Grand Total.
1	Chinna Ganjam	Chinna Ganjam	1	Thannadar	1	60 0 0	60 0 0	
			2	Peishcar	1	25 0 0	25 0 0	
			3	Muddutgar	1	10 0 0	10 0 0	
			4	Neversidahs	3	10 0 0	30 0 0	
			5	Measurers	1	7 0 0	7 0 0	
					1	5 0 0	5 0 0	
			6	Shroffs	1	14 0 0	19 0 0	
					1	5 0 0		
			7	Superintending Duffadars	2	15 0 0	30 0 0	
			8	Duffadar of Peons	1	8 0 0	8 0 0	
			9	Peons	30	5 0 0	150 0 0	
			10	Musaljee	1	3 0 0	3 0 0	
			11	Carriers of Mercals	2	2 8 0	5 0 0	
				Saderwared	...	...	10 8 0	302 8 0
		Pedda Ganjam	12	Goomastah	1	15 0 0	15 0 0	
				Nevesindah	1	10 0 0	10 0 0	
				Shroff	1	5 0 0	5 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	15 0 0	15 0 0	
				Peons	6	5 0 0	30 0 0	
			13	Salt Cutters	2	5 0 0	10 0 0	
				Carriers of Mercals	2	0 14 0	1 12 0	
				Saderwared	...	...	2 4 0	
				Sweeper	...	...	0 4 0	94 4 0
2	Nizampatam	Nizampatam	14	Thannadar	1	40 0 0	40 0 0	
				Peishcar	1	20 0 0	20 0 0	
				Muddutgar	1	10 0 0	10 0 0	
				Shroff	1	7 0 0	7 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	15 0 0	15 0 0	
				Duffadar	1	7 0 0	7 0 0	
				Peons	14	5 0 0	70 0 0	
				Salt Cutters	3	2 8 0	7 8 0	
				Carriers of Mercals	2	0 14 0	1 12 0	
				Saderwared	...	...	4 0 0	
		Pairly	15	Goomastah	1	20 0 0	20 0 0	187 4 0
				Nevesindah	1	10 0 0	10 0 0	
				Shroff	1	7 0 0	7 0 0	
				Measurer	1	5 0 0	5 0 0	
				Superintending Duffadar	1	15 0 0	15 0 0	
				Peon	8	5 0 0	40 0 0	
				Salt Cutters	2	2 8 0	5 0 0	
				Carriers of Mercals	2	0 14 0	1 12 0	
				Saderwared	...	...	2 0 0	
			16	Pay of Boatmen employed at Nizampatam				105 12 0
			17	Pay of Water Pandal Bramin at Chinna Ganjam				1 4 0
								3 0 0
								784 0 0
	ESTABLISHMENT IN COLLECTOR'S OFFICE.							
	Sheristah Department		18	Muddutgar	1	30 0 0	30 0 0	
	Mussulmans do.		19	Goomastah	1	21 0 0	21 0 0	
	Accountant's do.		20	Jun. Clerk	1	28 0 0	28 0 0	
			21	English Writer	1	30 0 0	30 0 0	
								109 0 0
				Total Company's Rupees				893 0 0

REMARKS.

No. 1. The Thannadar resides at Chinna Ganjam, the larger of the two depôts under his superintendence. He visits Pedda Ganjam periodically, and generally on any occasion when his presence at that place is required. He is responsible both for the cash and salt in store, and for the correctness of all the accounts—when the quantity of salt to be made for the year is determined by the Collector, he apportions the total quantity to be made on each manufacturer, according to the number of his pans. It is his duty to watch the progress of the manufacture, to take care that no salt or an inferior quality is drawn from the pans, or that a larger quantity of salt is not made than has been sanctioned, and generally to keep all the establishment under his orders to this duty. He also exercises the authority of Head of District Police over four villages in the immediate vicinity of the depôts.

No. 2. The Peishcar is principally employed in the preparation of the accounts transmitted daily, bi-monthly, and monthly, to the Collector's Office, in which he is assisted by No. 3, the Muddutgar. In the absence of the Thannadar, the charge of that officer's duties devolves on the Peishcar.

No. 4. One or more of these officers attend daily at the salt platforms and superintend the measurement and delivery of the salt to purchasers, keeping detailed accounts of the same. They are also employed in looking after and keeping the accounts connected with the repairs annually required to the platforms, roads, and bridges in the vicinity of the stores. A portion of the time of one of them is taken up in the details of police duties under the Thannadar. When the salt is received into store, they are employed to watch the process and keep the accounts.

No. 5. Strike the measure during the time of retail sales and keep the tally.

No. 6. The duty performed by the Shroffs hardly requires explanation—they are jointly with the Thannadar responsible for the cash.

No. 7. These servants, called in other districts Akbarnevis, &c., are not under the orders of the Thannadar or other salt servants, their duty is generally to report direct to the European authorities all that may go on at the salt stores to which they are attached, and especially to bring at once to notice any irregularities that may occur there. They record the daily progress of the manufacture. They also are required to see that any salt spontaneously produced is at once destroyed. At the Chinna Ganjam depôt there are thirteen platforms with a range of pans under each. One Duffadar has seven platforms, with the pans attached, to look after, and the other, the remaining six.

No. 8. Attends generally at the salt cutcherry, and details, under the orders of the Thannadar, the Peons to their different duties, &c.

No. 9. Of the thirty-six Peons, twenty-six are employed in watching the salt on the thirteen platforms (two peons on each) and of the remaining ten, two are employed as Pygusties, who act as overseers, and take care that the platform peons are vigilant. Three at Pedda Ganjam, where the number of peons is insufficient for the work required, and five in the ordinary and general duties of the cutcherry.

No. 10. Trims the lamps and sweeps the cutcherry.

No. 11. Are employed in carrying daily the mercals, used for measuring the salt, from the cutcherry to the platforms—where the sales are going on, and back.

No. 12. This officer has immediate charge of the Pedda Ganjam store, but in subordination to the Thannadar of Chinna Ganjam.

Except the salt cutters (No 13), as they are called, who are employed in breaking up the salt heaps and in filling the measures at the time of sale, the duties of the other servants have been already detailed at Chinna Ganjam. Coolies are employed as occasion requires, in breaking up the salt and filling the measure.

No. 14. The Nizampatam Thannadar exercises also a general superintendence over the Pairly store. His duties connected with the salt, as well as those of all the other servants under him, are precisely similar, as at Ganjam. He is the sea customs officer for the ports of Nizampatam and Cottapalem, but the duties are not very onerous, and he has the aid of his subordinates when necessary. He also exercises the powers of head of district police in four villages. Of the fourteen peons at Nizampatam, ten are employed in guarding the five platforms, one as a Pygusty, and the remainder on ordinary duties. There are two platforms at Pairly on which four of the eight peons are employed, another as a Pygusty, and the remaining three are employed in ordinary cutcherry duties, either at Nizampatam or Pairly, as their services may be required.

No. 15. The Pairly store is a very small one, but as it is some distance (about eight miles) from Nizampatam, the Goomastah in charge is considered to have a larger degree of responsibility than the officer holding the similar situation at Pedda Ganjam. There is no doubt, however, that this latter officer ought to get at least twenty rupees salary, a recommendation to this effect has lately been made to the Commissioner.

No. 16. This boatman is employed in crossing the tappals, public servants, &c., over a small salt-water channel between the town of Nizampatam and the salt platforms and pans.

No. 17. This man supplies water to the servants and others employed on the salt platforms during the sales and at the time of storing.

Nos. 18 and 19. The duty of these servants is to examine all accounts received from the Thannadars, and to prepare in the vernacular, those required for submission to the controlling authorities.

No. 20. Reads to the covenanted officer the communications from the Thannadars, receives his orders and transcribes the replies, &c.

No. 21. Prepares in English the accounts required for submission to the controlling authorities.

NOTE.—The duties detailed above as devolving on the servants of the Collector's Office, Nos. 18, 19, and 20, are those for the performance of which they are required, but as there is no separate establishment in the Collector's Office for the Covenanted Assistants, it is often necessary in arranging a suitable establishment for each, to employ these servants on the ordinary duties of the Collector's Office, other servants of the same office performing those connected with the salt department.

Guntoor District, Collector's Office, Baupetlah, May 5, 1854.

A. PURVIS, *Acting Collector.*

Enclosure No. 4.

STATEMENT C, showing the Salt Sales in the Guntoor District from Fusly $\frac{1253}{1843\text{-}44}$ to $\frac{1262.}{1852\text{-}53.}$

No.	Fuslies.	Home Consumption.		Other Districts.		Nizam's Country.		Total.	
		Quantity of Salt Sold.	Amount realized.	Quantity of Salt Sold.	Amount realized.	Quantity of Salt Sold.	Amount realized.	Quantity of Salt Sold.	Amount realized.
		I. M. S.	R. A. P.	I. M. S.	R. A. P.	I. M. S.	R. A. P.	I. M. S.	R. A. P.
1	1253	88,240 20	89,460 5 11	14,271 12	13,969 0 2	2,46,434 4	2,42,711 12 8	3,48,945 36	3,46,141 2 9
2	1254	88,778 28	93,525 7 3	19,051 20	19,763 1 9	2,41,565 4	2,42,033 4 1	3,49,395 12	3,55,321 13 1
3	1255	98,200 20	98,200 7 8	23,490 24	23,490 9 10	2,23,441 8	2,23,441 3 0	3,45,132 12	3,45,132 4 6
4	1256	1,01,293 8	1,01,293 3 3	21,219 0	21,219 0 5	1,88,217 24	1,88,217 9 5	3,10,729 32	3,10,729 13 1
5	1257	1,05,309 0	1,05,309 0 2	14,690 4	14,690 1 8	2,72,357 4	2,67,007 1 7	3,92,356 8	3,87,006 3 5
6	1258	99,491 4	99,491 1 10	14,119 8	14,069 3 1	3,02,473 32	2,93,173 12 6	4,16,084 4	4,06,734 1 5
7	1259	93,412 32	93,412 13 1	14,243 16	14,243 6 5	2,85,875 28	2,76,975 11 0	3,93,531 36	3,84,631 14 6
8	1260	97,825 32	97,825 13 1	13,473 24	13,473 9 8	3,14,117 4	3,01,617 1 4	4,25,416 20	4,12,906 8 1
9	1261	98,657 28	98,657 11 9	14,010 12	14,010 4 8	2,25,828 12	2,21,088 4 8	3,38,496 12	3,33,756 5 1
10	1262	88,831 20	88,831 8 1	30,050 4	30,050 1 9	4,91,008 20	4,69,408 8 4	6,09,890 4	5,88,290 2 2
		9,60,040 32	9,66,007 8 1	1,78,619 4	1,78,978 7 5	27,91,318 20	27,25,674 4 7	39,29,978 16	38,70,660 4 1
	Average	96,004 3	96,600 12 0	17,861 36	17,897 13 6½	2,79,131 34	2,72,567 6 10	3,92,997 33½	3,87,066 0 5

Guntoor District, Collector's Office, Baupetlah,
May 5, 1854.

E. E. per (Signed) A. Purvis,
Acting Collector.

Enclosure No. 5.

STATEMENT D, showing the Quantity of Salt Sold in the Guntoor District and the Wastage thereon from Fusly 1253 to 1262.

No.	Fuslies.	Quantity Sold.	Quantity Sold by *	Actual Sales of the quantity entered in Column 3.	Wastage after deducting the quantity entered in Column 4.	Per centage of Wastage.	
	1	2	3	4	5	6	
		I. M.	I. M. S.	I. M. S.	I. M. S.	I. M. S.	
1	1253	..	3,71,881 32	3,48,945 36	22,935 36	6 $6\frac{3}{4}$	
2	1254	..	3,71,523 24	3,49,395 12	22,128 12	5 38	
3	1255	..	3,54,455 28	3,45,132 12	9,323 16	2 $26\frac{3}{4}$	
4	1256	..	3,28,069 20	3,10,729 32	7,339 28	5 $11\frac{1}{4}$	
5	1257	1,28,400	2,78,037 24	2,63,956 8	14,081 16	5 $2\frac{1}{2}$	
6	1258	2,24,400	1,98,473 4	1,91,684 4	6,789 0	3 $17\frac{1}{3}$	
7	1259	2,13,600	1,86,910 8	1,79,931 36	6,978 12	3 $29\frac{1}{4}$	
8	1260	2,72,400	1,56,266 4	1,53,016 20	3,249 24	2 $1\frac{1}{4}$	
9	1261	94,800	2,62,520 28	2,43,696 12	18,824 16	7 $6\frac{3}{4}$	
10	1262	4,32,000	1,88,976 0	1,77,890 4	11,085 36	5 35*	* Increase by a severe storm in November 1851.
		13,65,600	26,97,144 12	25,64,378 16	1,32,735 36	4 $36\frac{3}{4}$	

* So in the original.

Guntoor District, Collector's Office, Baupetlah,
May 5, 1854.

A. Purvis,
Acting Collector.

Appendix C.—No. 9.

The Collector of Nellore to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Nellore, Collector's Office, April* 22, 1854.

I have the honour to acknowledge the receipt of the Board's Circular of the 6th instant, forwarding some queries with reference to the manufacture, &c., of salt in this district, and beg to submit the following replies to them:

The nature of the country in, and adjoining, which salt is manufactured is generally swampy in the rainy season, and powdery and dried up during the dry, impregnated with salt, and the neighbourhood sandy, with fresh water near the surface. Query

The average annual produce of the district for the last five years is 5,830 garces, or 6,99,600 Indian maunds.

	Garce
Salt for inland consumption..	4,9
White salt for ship sales ..	8
	5,8

The present extent of the land occupied by pans for the manufacture of salt has not been ascertained; a further report will therefore be made on this point after information has been received from the talooks. On a portion of land, 6 yards by 3 yards, 10 mercals a-week might be made under the most favourable circumstances, and in 3 months, or one manufacturing season, 120 mercals might be produced; but, owing to disturbing causes, the average produce is not supposed to be more than one-fourth of this.

It is supposed that the additional land capable of being easily converted into pans may be one-third more than the land under occupation at present. As, however, salt back-waters and waste lands abound along the coast, it is difficult to assign any limit to the extent of land that might be converted into salt pans at some trouble and expense.

The manufacturing class are generally Sudras and Pariahs, although pans are held by persons of any class without distinction. Lands are obtained from the Sircar, which are converted into pans at the labour and expense of the manufacturers, who have a right of property in them, and can dispose of them. The amount of salt required is at first settled, and the quantity to be produced in each cotaur, after which the portions to be supplied by the different pan holders is fixed. The salt thus manufactured is carried and stored on platforms by the ryots themselves, and they are paid at the rate of 7 rs. 8 a. 1½ p. per garce. They are also required to keep the salt heaps thatched with straw till they are sold. Query 2.

No earth salt is manufactured in this district. Spontaneous salt is to be found in the swamps near the sea-shore, produced by the evaporation of the salt water. This, as a general rule, is either destroyed, or, if good and fit for sale, stored with the manufactured salt. In this case, 4 rupees per garce is paid for collecting the salt and bringing it to the platforms. Query 3.

The pans having been first cleaned out, salt water is let into them to the depth of an inch, either from a back-water or from salt water wells constructed near them, and is allowed to remain exposed for a day to the sun. The pans are, then rendered very hard by treading or beating the earth, removing the mud and scattering a little sand. Water is then passed through certain beds, so as to be well exposed to the sun, and is finally evaporated in the pans, and the salt remains. The salt is then collected, and when dry, if found of a proper quality, is carried to the platforms to be stored; if not of proper quality, it is melted. The salt thus produced is carried in measurement baskets, by which a rough estimate is made of the quantity produced, and is stored by the ryots on the platforms constructed for the purpose, where it is measured or weighed according as it is required for inland consumption or ship sales, and arranged in regular heaps of 10 garces each. These heaps are numbered, and an account kept of the quantity in each, as well as an account of the quantity manufactured and carried to the store by each individual. Accounts are also kept of the particulars of the sales on each day, and of the actual out-turn of the heaps. When they are sold off, these accounts are sent to the Collector's office, where they are scrutinized. Query 4.

The quantity indented for, for Chittagong and Calcutta, is sold by weight, but on all other occasions salt is sold by measurement. Query 5.

The revenue is protected by the process detailed, and the accounts kept as stated in the reply to query No. 4, as well as by the general supervision exercised by the Collector and his subordinates, by peons kept near the pans and platforms, and by enforcing the provisions of the law if cases of smuggling are detected. Query 6.

There is no separate, covenanted, or uncovenanted agency in this district for the superintendence of the salt monopoly. It is under the control of the Collector. A list of the salt establishment, with a description of the duties of each, is herewith sent. Query 7.

Query 8. If the exact extent of smuggling, and the mode in which it was carried on were known, measures would be taken to prevent it. Nevertheless, from the very nature of the manufacture, extending over a large space of open ground, and from the very limited extent of the preventive establishment, there are facilities for making away with salt in the night during the manufacturing season. It is also almost impossible to prevent swamp salt being carried away where the nature of the country as near the head of the Pulicat lake is favourable, and the boundaries of other zillahs are close at hand. A process of smuggling, by means of storing salt in excess of the quantity the heap should properly contain, used to be carried on, but appears to have been much checked by recent stringent measures. It is very difficult to make accurate calculations what the consumption of this district is, and how much this is below what it ought to be, but the supposed deficiency in this respect, and the former known habits of the people, are the grounds on which it is supposed smuggling still exists to some extent.

Query 9. The salt required for internal consumption within the district is supplied generally by Sudras and Mahommedans, who buy the article in quantities not exceeding a garce, and dispose of it to advantage to the bazaar men in the cusbah stations, or go about the country and sell the salt to the village people, or exchange it for grain. Asses or bullocks are made use of for conveying the salt. The quantity required for inland consumption beyond the district is chiefly supplied by Lumbadies and Yeraloos, natives of the western districts, who live in companies, and make it their trade to purchase salt from the cotaurs here, and sell, or barter, it to the salt merchants in different parts of the country. There is no foreign salt brought to this zillah, unless perhaps on the borders to a very small amount, the extent of which is not known. The quantity of indigenous salt consumed internally is 1,684 garces, which yields a revenue of 2,02,076 rupees, being the average of the sales in the last five years. There is no reason for believing that the salt sold for internal consumption is impure. The annual consumption per head is estimated to be 9 seers. The number of seers sold for internal, or home, consumption in Fusly 1262, divided by the population at the time, gives $8\frac{1}{2}$ seers. It may therefore be considered that each person consumes about 9 seers, equal to about 18 lbs.

Query 10. Contracts are entered into by the salt agent at Chittagong with the owners or captains of vessels to take the salt required, and, on producing proper certificates, they are supplied with salt here for export to Chittagong on payments of 25 rupees per 100 Indian maunds. Private merchants are also supplied with salt for export to Calcutta on private trade, in vessels of a certain size, at 15 rupees per 100 Indian maunds. Salt is sometimes, though rarely, exported to Madras on Government account. It is then only charged with the costs of manufacture under special sanction of the Board. The quantity annually exported to Chittagong may, on an average, be stated to be 868 garces, which, at the rate of 30 rupees per garce, comes to 26,040 rupees, and that to Calcutta 419 garces, which comes to 7,542 rupees, at the rate of 18 rupees per garce. No salt is ever supplied to the French Government from this district, but in Fusly 1257, 6,000 Indian maunds were exported on board a vessel to Sumatra at 35 rupees per 100 maunds.

Query 11. The average wastage of salt, after it has been measured and carried to account, has been found to be as follows:—

For the 1st year $2\frac{1}{2}$ garce on every 100 garce;
2nd do. 4 ditto;
3rd do. 5 ditto.

Query 12. The particulars showing the average cost to Government of each garce of salt are as follows:—

Items of Charge.	Brown Salt.	White Salt.	Average.
	R. A. P.	R. A. P.	R. A. P.
1. The manufacturer's share	7 8 0	7 8 0	7 8 0
2. Salary of establishment	4 14 5	4 14 5	4 14 5
3. Contingent saderwared	0 2 4	0 2 4	0 2 4
4. Salt resooms paid to pagodas, &c.	0 3 4	0 3 4	0 3 4
5. Extra charges, such as repairs of mercals, &c.	0 1 6	0 1 6	
6. Charges attendant on ship sales:			
1. Hire of conveyance for carrying white salt to the platforms near the port for exportation	..	2 0 0	1 1 3
2. Hire for conveying the salt to the boats ..	..	0 8 0	
3. Boat hire for taking the salt to the ships..	..	0 1 3	
4. Hire for weighing	..	0 2 0	
5. Baskets, &c.	..	0 3 0	
	12 13 7	16 13 7	13 13 4

The pan holders pay to the manufacturers under them from rupees 4 to 6 per garce, according to the amount of labour required, which varies according to the nature of the soil and season; if they should incur also the expense of storing up and preserving the salt, &c., it will cost them about 7 rs. more, so that the cost at which salt could be made, were it left entirely to the people without any Government interference, may be stated to vary from rs. 11 to 13. Query 13.

The names of the places where salt is manufactured, with the out-turn and sale at each, is shown in the following statement:— Query 14.

Names of Divisions.	Names of Cotaurs.	The Out-turn per Annum.		The Sale per Annum.	
		Grcs.	Mrcls.	Grcs.	Mrcls.
1 Pauderty	Canoopurty	570	202	408	74
	Davarumpaud	290	336	194	55
	Pauderty	662	132	432	149
	Alloor	327	298	261	31
		1,851	168	1,295	309
2 Pakala	Pakala	381	86	304	115
	Binginapully	255	266	244	258
		636	352	548	373
3 Eskapully	Toomalapenta	92	299	116	31
	Joovuldinna	110	103	95	237
	Eskapully	451	213	713	51
	Gogoolapully	537	28	694	136
	Varinee	140	365	175	67
		1,332	208	1,794	122
4 Kristnapatam	Gungapatam	180	195	158	198
	Kristnapatam	792	358	692	88
		973	153	850	286
5 Doogarauzepatam ..	Cottapatam	45	328	41	218
	Toopily	48	105	35	96
	Doogarauzepatam	101	82	93	106
	Mullam	107	334	106	18
		303	849	276	38
6 Tuddah	Valookaudoo	75	123	62	243
	Tuddah	497	54	431	241
	Poody	91	349	86	69
	Ranmapooram	68	108	67	137
		732	284	647	290
		5,820	354	5,413	218

It is not possible at present to give the extent of ground cultivated, as no measurement accounts of it are kept. Orders have therefore been issued to measure the extent cultivated last year, and report it, which will be furnished in a subsequent communication. The distance from one set of pans to the other is from 2 to 6 miles.

F. B. Elton, *Collector of Nellore.*

Enclosure No. 1.

STATEMENT showing the Salt Establishment in the District of Nellore.

	No.	Divisions.	No.	Cotaurs.	Superintendents. No.	Superintendents. Amount of Pay.	Goomastahs. No.	Goomastahs. Amount of Pay.	Nevesindah. No.	Nevesindah. Amount of Pay.	Shroffs. No.	Shroffs. Amount of Pay.	Akbarnivisss. No.	Akbarnivisss. Number of Pay.	Naicks. No.	Naicks. Number of Pay.	Pygustics. No.	Pygustics. Amount of Pay.	Peons. No.	Peons. Amount of Pay.	Vettyans. No.	Vettyans. Amount of Pay.	Total. No.	Total. Amount of Pay.
						Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.
Gybut Servants.	1	Panderty	1	Panderty	1	40 0 0	1	25 0 0	2	34 0 0	2	21 0 0	1	12 0 0	1	6 0 0	1	6 0 0	18	90 0 0	2	7 0 0	...	241 0 0
			2	Alloor	...	...	1	20 0 0	1	15 0 0	...	...	1	12 0 0	...	...	1	6 0 0	5	25 0 0	2	7 0 0	...	85 0 0
			3	Canoopurty	...	...	1	20 0 0	1	15 0 0	1	7 0 0	1	12 0 0	...	...	1	6 0 0	13	65 0 0	2	7 0 0	...	132 0 0
			4	Davarumpaud... ...	...	...	...	...	...	...	...	...	...	...	...	...	1	6 0 0	5	25 0 0	2	6 0 0	...	37 0 0
	2	Pankala ...	1	Pankala ...	1	30 0 0	1	20 0 0	2	28 0 0	2	17 0 0	1	12 0 0	1	6 0 0	1	6 0 0	17	85 0 0	2	6 0 0	...	210 0 0
			2	Binginapully ...																				
	3	Eskapully ...	1	Eskapully	1	40 0 0	1	20 0 0	1	15 0 0	1	10 0 0	1	12 0 0	1	6 0 0	1	6 0 0	20	100 0 0	5	15 0 0	...	224 0 0
			2	Gogoolapully ...	...	...	1	20 0 0	1	15 0 0	1	7 0 0	1	12 0 0	...	...	1	6 0 0	14	70 0 0	2	6 0 0	...	136 0 0
			3	Joovuldinna	...	...	1	20 0 0	1	15 0 0	1	7 0 0	2	17 0 0	...	...	1	6 0 0	8	40 0 0	2	6 0 0	...	111 0 0
			4	Toomalapenta ...	...	...	1	20 0 0	1	15 0 0	1	7 0 0	...	...	...	...	1	6 0 0	8	40 0 0	2	6 0 0	...	94 0 0
	4	Kristnapatam ...	1	Kristnapatam	1	30 0 0	1	20 0 0	1	15 0 0	1	7 0 0	1	12 0 0	1	6 0 0	1	6 0 0	17	85 0 0	2	6 0 0	...	187 0 0
			2	Gungapatam	...	...	1	20 0 0	1	10 0 0	1	7 0 0	1	10 0 0	...	..	1	6 0 0	7	35 0 0	2	6 0 0	...	94 0 0
	5	Doogooranzepatam	1	Cottapatam ...	1	30 0 0	...	...	3	44 0 0	3	21 0 0	1	12 0 0	1	6 0 0	2	12 0 0	17	85 0 0	4	8 0 0	...	218 0 0
			2	Toopily ...																				
			3	Doogooranzepatam																				
			4	Mullam ...																				
	6	Taddah	1	Taddah	1	40 0 0	...	...	2	32 0 0	2	15 0 0	1	12 0 0	1	6 0 0	1	6 0 0	15	75 0 0	2	4 0 0	...	190 0 0
			2	Poody	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	10 0 0	1	2 0 0	...	12 0 0
			3	Raumapooram ...	...	...	...	...	1	15 0 0	...	...	...	...	...	...	1	6 0 0	3	15 0 0	1	2 0 0	...	38 0 0
			4	Valookaudoo ...	...	...	...	...	1	15 0 0	1	7 0 0	1	10 0 0	...	...	1	6 0 0	6	30 0 0	2	4 0 0	...	72 0 0
				Total Gybut ...	6	210 0 0	10	205 0 0	19	283 0 0	17	133 0 0	13	145 0 0	6	36 0 0	16	96 0 0	175	875 0 0	35	98 0 0	...	2,081 0 0

Huzzoor Servants.	1	Salt Writer	...	50 0 0
	1	Head Goomastah ...	...	30 0 0
	1	Goomastah	...	25 0 0
	1	Jawabnevics	...	25 0 0
	1	Rowannah Writer ...	...	15 0 0
	1	Ink-maker	...	7 0 0
	1	Masaljee	...	5 0 0
				157 0 0

F. B. Elton,
Collector.

Enclosure No. 2.

DUTIES OF EACH CLASS OF SERVANTS.

Gybut Servants.

Superintendent ..The management of the Divisions consisting of from 2 to 4 cotaurs is under the superintendents, who have to superintend the manufacture, storing and sale of salt, and to send reports and accounts to the Collector's Office, and receive instructions from there.

Goomastah .... } These servants have to superintend the manufacture, storing,
Nevesindah .... } and sale of the salt in a cotaur, and prepare the accounts.

Shroff .....It is his duty to receive the money from the purchasers of salt, examine the coin, and keep regular accounts of the same.

Akbarniviss .....His duty is to watch the conduct of all the other servants, and bring any irregularities or particular circumstances to the notice of the Collector, and to stand by when the sales are going on, to see that the measurements are correctly made.

Naick .....To overlook the peons, and see to the due performance of their duties.

Pygusties.....To see that there is no smuggling, and that the peons are on their watch, and go the rounds during the night and day.

Peons .....Some to be on the platforms watching the salt, some at the pans, and some for guarding the cash, and the remainder to perform the other miscellaneous duties required.

Vettyans .....Engaged in the weighing and measuring of salt, and to make any slight repairs on the platforms, and perform other trifling duties.

Hoozoor Servants.

Salt Writer .....To prepare the English accounts, and copy letters required to be sent to the Board of Revenue.

Head Goomastah..To prepare in Teloogoo all the accounts, &c., required.

Goomastah .....To examine the various accounts sent by the superintendents, and bring any discrepancies in them to notice.

Rowannah Writer.To number the rowannahs received from Madras, and send them to the cotaurs as per indents received from them.

Ruktawan .....To make the Indian ink for writing the accounts, and stamp the Rowannah's accounts, &c.

Musaljee .....To keep lights.

Jawabnevis .....To register the urzees sent by the superintendent and the cotaur servants, and draft the necessary orders. Deputed to perform salt duties in the Sub-Collector's Office.

These servants are not all confined to these specific duties, but some of them are employed on the general business of the Collector's Office.

F. B. Elton, *Collector of Nellore.*

Appendix C.—No. 10.

The Acting Collector of Chingleput to B. CUNLIFFE, Esq., Sub-Secretary in charge to the Board of Revenue.

Sir, *Collector's Cutcherry, Chingleput, May* 17, 1854.

I have the honour to submit the following replies to the queries contained in your Circular Letter of the 6th ultimo, intended for the information of Mr. Plowden, appointed Special Commissioner for instituting inquiry into the administration of the salt department:—

Reply to Query 1.

The salt manufacture is carried on in this district on lands bordering on backwaters communicating with the sea which supply salt water to the pans. The soil in such localities is a description of black brackish earth mixed with sand and saline particles, specimens thereof taken from different localities will be separately forwarded by Baughy. Subjoined is a statement exhibiting the extent of pans at each station in this district, exclusively of Vulloor and Voyaloor recently transferred to Madras; the average manufacture during the last five years, and the quantity which can be raised on each pan or cawny of land, from which the Board will observe that the capability of the district is at present much curtailed, and that under a system of unrestricted manufacture the pans now under occupation are calculated to yield 9,000 garces per annum.

Names of the Places.	Total extent under Cultivation.	Average Manufacture of Salt for the last 5 years.	Average per Cawny.	Estimated quantity of Salt capable of being raised on a Cawny.
	Cs.	Maunds.	Maunds.	Maunds.
Chimambut	$76\frac{3}{4}$	50,209	$660\frac{1}{2}$	1,200
Chezoor	$117\frac{1}{16}$	46,075	$393\frac{3}{4}$	1,800
Pyanoor	$76\frac{1}{2}$	16,938	$221\frac{1}{4}$	1,200
Cadoombandy	$44\frac{1}{4}$	16,008	$361\frac{3}{4}$	1,200
Covelong and Calumbaukum	$230\frac{1}{2}$	29,964	130	1,800
Vadasummonjary	52	48,277	928	1,800
Chunamboocoolum and Oobasumoodrum	100	20,064	$200\frac{1}{2}$	480
Oopoonelnoy	40	12,903	322	600
Poongolum	63	44,259	$702\frac{1}{2}$	840
Total	$799\frac{1}{2}$	2,78,701	348	1,213

All the lands situated along the series of backwaters which intersect the district to the supposed extent of 10,000 cawnies are, more or less, capable of being converted into salt pans. I may, however, remark that the formation of these additional pans will necessarily depend on the proportion which the profits derivable from the salt trade may bear to the outlay required for the purpose at each place.

Reply to Query 2.

The manufacturers belong to all castes of Hindoos and Mahomedans, and consist of the merassidars of the villages in the limits of which the pans are situated: poyakarries who may have been introduced by Government in consequence of the inability of the merassidars to cultivate the required extent of pans, and of parties who may have obtained the pans by purchase, &c. They hold the lands as any other description of private property, possessing the right of selling and transferring them to others at their pleasure. Section 5, regulation 1 of 1805, also provides for compensation being made to the manufacturers on the suppression of the manufacture at any particular locality under the orders of Government. The extent, however, to which the manufacture is annually carried on is determined by this office in reference to the anticipated demand, and when the salt in store at any station is sufficient to meet the demand, the manufacture at such locality is postponed for the ensuing year. The quantity ordered for each place is apportioned to the pans under cultivation, and the proprietors thereof severally enter into engagements for raising the required quantity and no more, which they deliver at the Government platform by measurement, receiving in return money payments of Coodewarum at fixed rates for each garce. These rates were, on the introduction of the monopoly, fixed in reference to the profits previously derived by the parties

from the manufacture, consisting of the warum or share which they receive from the proceeds of the sale of the salt, and, like the ryot's share on paddy cultivation, varied not only at different localities, but, on different pans at the same station according to the situation of the parties by whom they were severally held at the time, whether merassidars, poyakarries, or pagodas and charitable institutions. The prices realized for the article likewise fluctuated according to the quality of the salt raised, and the facilities of communication with the respective depôts which then existed. Annexed is a list of the different rates of coodewarum which are now in force in this district, and of the extent of pans under cultivation under each class. The highest rate is rupees 25 the garce, the lowest rupees 6, and the average, calculated on the manufacture of the past five years, amounts to rs. 12 : 6 : 5.

LIST showing the rates of Coodewarum in the Salt Pans Zillah Chingleput.

Names of Places where Salt is manufactured.	Denomination under which the Pans are known.	No. of Pans.	Rate of Coodewarum per garce. R. A. P.
1. Chunambut ..	Coodepet	25	6 9 $0\frac{19}{160}$
	Gramasookawasi	$8\frac{1}{4}$	15 4 $10\frac{3}{160}$
	Sookawasi	$35\frac{7}{8}$	16 4 $6\frac{7}{8}$
	Danustanum	4	21 1 $1\frac{11}{160}$
	Cawny Maniem	$1\frac{1}{2}$	24 10 $8\frac{6}{160}$
	Covil Maniem	$\frac{1}{2}$	18 7 $0\frac{9}{160}$
	Enam	1	15 5 $10\frac{3}{160}$
		$76\frac{1}{8}$	
2. Cheyoor ..	Coodepet	40	5 15 $0\frac{3}{4}$
	Gramasookawasi	$6\frac{1}{2}$	14 9 $0\frac{3}{4}$
	Sookawasi	$53\frac{7}{8}$	21 0 $9\frac{5}{8}$
	Danustanum	$9\frac{1}{4}$	21 1 $1\frac{11}{160}$
	Cawny Maniem	$1\frac{1}{2}$	25 3 $9\frac{3}{8}$
	Enam	1	21 1 $7\frac{3}{8}$
	Coodimaniem	5	..
		$117\frac{1}{8}$	
3. Cadoombandy ..	.. ..	$44\frac{1}{4}$	14 0 $10\frac{3}{8}$
4. Pyanoor ..	.. ..	76	13 13 $3\frac{1}{160}$
5. Covelong ..	Mamooleearum	$220\frac{5}{8}$	13 2 $8\frac{1}{160}$
	Fakeer Enam	2	21 1 $6\frac{5}{8}$
	Caroombandy Warum	..	10 0 0
		$222\frac{5}{8}$	
6. Vadasemmenjary	.. ..	47	11 2 $2\frac{9}{160}$
7. Oopoonelvoy ..	.. ..	30	7 3 $4\frac{7}{160}$
8. Oobasamoodrum Soonapagunta ..	.. ..	100	7 3 $4\frac{7}{160}$
9. Poongolum ..	.. ..	..	7 3 4

Reply to Query 3.

During the months of March, April, and May, the backwaters in different parts of the district are dried up, when the surface of their beds is covered with spontaneous salt. Salt of this description is formed in considerable quantities at Streeharecotah, where in 1835 it was collected and stored for purposes of sale at the Government monopoly price. Its inferior quality, however, placed it at a disadvantage in the market, while the cost of gathering it, viz., rs. 6 the garce, was about the same as that incurred for the regular manufacture of the article at the adjoining pans, which induced the Board of Revenue to order the discontinuance of the practice, and spontaneous salt has ever since been destroyed, from time to time, under the orders of the local servants, although it is not improbable that it is to some extent smuggled by the lower orders of the inhabitants for their own consumption. It is the general impression, that the article is somewhat unwholesome, as well as inferior in quality. Earth salt is obtained in small quantities by diluting saline earth in water, draining off the liquid and boiling it in earthen vessels. In consequence of the very unwholesome quality of the article, the difficulty of making it, the punishment attaching to its manufacture, and the comparative facilities which exist for obtaining sea salt, I am not disposed to believe that earth salt is manufactured, or consumed, to any extent in this district.

Reply to Query 4.

Salt is manufactured in this district by the solar evaporation of salt water collected on lands of the description given in reply, which are formed into pans,

or fields, for the purpose. The water is supplied partly from the backwater and partly from the wells. The several stages of the manufacture which commences in January, are as detailed below, and occupy 40 days for the gathering of the salt the first time, and only 10 days for its subsequent collection.

	DAYS.
Removing accumulations of earth from the pans, and preparing the banks of the fields, totties, and channels	8
Putting water in the fields to wet, and prepare them for work	2
Treading out, beating, and raking the fields several times	10
Treading out the fields and making them smooth	4
After the pans are prepared, as above, supplying water from the totties, or reservoirs, in which the same has been kept for some days, and allowing it to evaporate	4
Ditto ditto ditto	4
Ditto ditto ditto	4
Ditto ditto ditto	4
	40

When the salt is taken out. The salt which is thus gathered is first heaped on a raised part of the pan called the "Thovaracadul" and 4 or 5 days after, when it is sufficiently dry, it is removed to a different place called the "Thennul," at which two stages of the manufacture estimates of the quantity made by the peishcar and his nevisindah, are daily submitted to this office, as a check to the subsequent fabrication of accounts. On a sufficient quantity of salt being thus collected, it is conveyed by the manufacturers' labourers to the Government platform, where it is measured in the presence of the Government servants, and heaped in equal quantities of 10 garces in heaps of equal dimensions, viz., $32 \times 16 \times 6\frac{1}{2}$ which are covered over with Palmyra leaves and stamped. The platforms are well protected by an enclosure of ditch and hedge, and always guarded by peons. Daily reports of heaps are furnished to this office, and receipts are granted by the peishcar to the salt manufacturers, for the salt delivered by them, abstract accounts of which are also submitted to this office, in view to the payment of coodewarum to the manufacturers in the presence of the European officers.

Reply to Query 5. Salt is sold by weight for export, and on all other occasions by measurement.

Reply to Query 6. The salt heaps are examined by the European officers, and the manufacture is, as far as practicable, discontinued when the sales commence, in view to check over heaping, and to prevent every opportunity of smuggling. The sales are effected in the numerical order of the heaps, and the peishcars, who are furnished with blank rowannahs (stamped and numbered) are required to distribute them to the purchasers, entering therein the names of the parties, the quantity and the date of purchase, the place for which consigned, and the period allowed for its removal thereto, as a protection for the transport of the article, and to send daily accounts of these transactions to this office. On reasonable grounds of suspicion, police officers at any stations in the interior who serve as a preventive establishment, as well as private individuals, are authorized and encouraged by the offer of rewards to examine the salt en route, and compare it with the rowannah, when, should an excess be detected, the consignment is liable to confiscation.

Reply to Query 7. The manufacture being carried on by the proprietors of the pans in consideration of the coodewarum received by them, the duties of the Government servants are restricted to the receipt and sale of the salt, and to the prevention of smuggling; no portion of the covenanted service, nor of the Hoozoor native establishment, is exclusively assigned to the salt department. The district establishment maintained at the several salt stations, is shown in the subjoined statement, and consists of peishcars, nevisindahs, shroffs, duffadars and peons, as well as measurers.

No.	Names of the Salt Pans.	Particulars of Establishment.													
		Peshcars.		Nevisindah.		Shroffs.		Duffadars.		Peons.		Measurers.		Total.	
		No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.
			Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.
1	Chunambut	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	14	56 8 0	2	8 8 0	20	120 0 0
2	Cheyoor	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	21	84 0 0	2	8 8 0	27	147 8 0
3	Pyennoor, &c. ...	1	28 0 0	2	20 0 0	1	10 0 0	1	7 0 0	15	60 0 0	2	8 8 0	22	133 8 0
4	Covelong	1	35 0 0	2	20 0 0	1	10 0 0	1	7 0 0	14	56 0 0	...	...	19	128 0 0
5	Vadaseminjary ...	1	28 0 0	1	10 0 0	1	10 0 0	1	7 0 0	8	32 0 0	1	5 0 0	13	92 0 0
6	Chunamboocolum, &c.	1	28 0 0	2	20 0 0	1	10 0 0	1	7 0 0	12	48 0 0	2	8 8 0	19	121 8 0
7	Poongalum	1	25 0 0	2	16 0 0	1	5 0 0	...	...	8	28 0 0	1	4 0 0	13	78 8 0
	Total	7	200 0 0	11	106 0 0	7	65 0 0	6	42 0 0	92	364 8 0	10	43 0 0	133	821 0 0

The peishcar superintends all the transactions connected with the arrangement for the manufacture, the receipt and sale of salt, and the prevention of theft or smuggling at the pans, and furnishes the various accounts connected with them to this office. He is also entrusted with the police charge of the station and a distance of 3 miles around. The nevisindah prepares the accounts above referred to, and assists the peishcar in his various duties. The shroff is the treasurer of the salt collections, and likewise assists the nevisindah. The duffadar and peons watch over the pans during the period of manufacture, in view to the prevention of smuggling, protect the salt depôt and the treasury, and form the police within the peishcar's charge. The measurers are employed in measuring the salt on its receipt and sale.

Reply to Query 8.

I am informed that during the period of manufacture, about 4 or 500 garces of the regular manufactured, as well as of spontaneous, salt, is smuggled by the labourers employed in the pans, as well as the lower orders of the inhabitants in the adjoining parts of the country. This will be readily seen from the comparatively small extent* of salt purchased from the Government stores for home consumption. Salt may also be smuggled by the local servants entering into collusion with merchants, and issuing more than one consignment of salt under cover of the same rowannah. These practices, however, are checked by the examination of the heaps by European officers, so as not to admit of over-heaping, and by the discontinuance, as far as practicable, of the sales at those localities in which the manufacture is in progress. Smuggling of this description is carried on but to a small extent in this Collectorate, as may be inferred from the trifling extent of smuggled salt which has been seized during the last 5 years by the police, as well as by private individuals actuated by the offer of rewards and which is shown in the marginal memorandum.†

Reply to Query 9.

The coravers and lumbadies, as well as merchants of other castes, bringing grains and gruff goods, for sale at Madras, take return cargoes of salt from the depôts in this Collectorate, at a comparatively smaller amount of hire than might otherwise be incurred. The salt is delivered to the purchasers in a pure state, although these parties occasionally mix with it spontaneous salt, illicitly obtained from the labourers and the lower classes of inhabitants, who smuggle the same. Foreign salt, as applied to salt produced beyond the presidency, is not, I believe, brought into consumption in any of the Collectorates of this Presidency, except on the western coast.‡ The average consumption of salt per head, as deduced by dividing the average home sales on the population of the districts (which gives two measures per head), must necessarily be erroneous, both in consequence of the extent of smuggled salt consumed by the lower orders of the inhabitants, and a portion of the home supply in parts of the districts adjoining Madras being obtained from that depôt. From actual inquiries, however, I am led to believe that the consumption per head varies from 6 to 8 measures, and there are generally no complaints of a privation of this necessary of life, to any extent, in this Collectorate.

Reply to Query 10.

No salt has ever been supplied to the French Government from this district. Salt has been exported from the port of Covelong to Bengal, and other ports, at various rates, till 1845, when it was discontinued, under the orders of the Board of Revenue. The accompanying statement A exhibits the inland sales and export of salt, and the amount of revenue derived from each from the commencement of the monopoly, as well as the rates of export and the monopoly prices which were in force.

Reply to Query 11.

In ordinary years the maximum wastage of salt, in a heap of 10 garces, is 100 mercals the 1st, 200 the 2nd, and 300 the 3rd year. Annexed is a statement, exhibiting the average wastage of salt actually sustained on the sales of the past 5 years.

* Average of the last five years, garces 258.

† Quantity of smuggled salt seized:—

	Bengal Maunds.
1258	6
1259	243
1260	67
1261	31
1262	221

‡ Adults. Population 387,258
Average home sales of five years, garces 258, or mercals .. 1,03,200

Per head, ¼ maund, or 2 measures.

Names of Fuslies.	Extent of Annual Sales.			Extent of Wastage.		
	G.	I. M.	M.	G.	I. M.	M.
1258	2,129	295	0	179	181	0
1259	2,651	45	0	148	160	0
1260	1,622	16	6¾	82	354	1¼
1261	1,462	4	4	105	370	4
1262	1,858	184	0	95	56	0
Total	9,723	145	2¾	911	321	5¼
Average per annum	1,944	269	0½	122	144	2½
Average per garce	..	..		0	23	5½

Reply to Query 12. A statement was submitted to the Board of Revenue, with a letter dated the 10th of March, 1852, exhibiting the average cost to Government of each garce of salt during the past five years, to be 14r. 13a. 8p., or 19r. 8a. 6p., inclusive of the charges of establishment, which latter, however, more properly appertains to the sales. The various items included in the above cost are entered in the margin.*

Reply to Query 13. Private individuals can manufacture salt at a cost varying from 5 to 7 rupees these being the terms now entered into with the manufacturers by the proprietor of the pans, when they do not themselves carry on the manufacture.

Reply to Query 14. Statement B is forwarded, exhibiting the names of the several places where salt is manufactured, their distance from each other, the average extent of ground under cultivation at each place, and the quantity of manufacture and sale.

G. H. Ellis, *Acting Collector of Chingleput.*

	R.	A.	P.
* Average rate of Coodewarum	12	6	5
Ditto ditto salt compensation	1	5	0
Extra charges (repairs of platforms, mercals, &c.)	0	4	10
Manufacturer's share on wastage salt	0	13	5
Establishment and saderwared	4	10	10
Total	19	8	6

Enclosure No. 1.

STATEMENT A, of Salt sold in the Zillah of Chingleput from the commencement of the Monopoly.

Fusly.	Inland Sales.		Exported.		Total.		Remarks.		
	Quantity.	Amount.	Quantity.	Amount.	Quantity.	Amount.			
1	2	3	4	5	6	7	8		
	G. M.	Rs. A. P.	G. M.	Rs. A. P.	G. M.	Rs. A. P.	Inland Sales Rate.	Export to Calcutta Rate	Export to other Ports Rate.
1215	1,856 37⅝	1,29,926 10 10	125 75	1,314 8 2	1,981 112½	1,31,241 3 0			
1216	2,536 89½	1,77,535 11 9	391 19½	4,111 4 4	2,927 108⅝	1,81,647 0 1	70 0 0	10 8 0	
1217	3,464 297 1/16	2,42,532 2 0	538 65⅛	6,283 6 6	4,003 63 1/16	2,48,815 8 6	...	...	31 0 0
1218	3,495 218¼	2,44,688 3 4	20 0	210 0 0	3,615 218⅜	2,44,898 3 4	...	...	
							70 0 0	...	15 12 0
1219	2,862 11⅝	2,78,818 1 4	431 220	9,903 6 5	3,293 231⅝	2,88,751 7 9	87 8 0	...	24 0 0
							105 0 0	...	
1220	3,510 45¼	3,68,561 14 2	325 200	7,812 0 0	3,835 245¼	3,76,373 14 2	...	...	24 0 0
1221	2,518 226	2,64,449 3 6	62 100	1,494 0 0	2,580 326	2,65,943 3 6	...	...	
1222	3,613 38½	3,79,374 15 4	533 255	13,636 6 11	4,146 293½	3,93,014 6 3	...	...	42 0 0
1223	3,552 107½	3,72,988 1 10	1,623 200	40,404 0 0	5,175 307½	4,13,392 1 10	...	...	
1224	2,960 56⅜	3,10,814 1 9	11 0	462 0 0	2,971 56⅜	3,11,276 1 9			
1225	2,568 326½	2,69,725 13 4	101 200	4,263 0 0	2,670 126½	2,73,988 13 4	105 0 0	24 0 0	42 0 0
1226	2,530 146	2,65,687 8 7	128 0	4,900 0 0	2,658 143	2,70,587 8 7			35 0 3
1227	2,228 383½	2,33,697 10 8	1,011 0	27,910 8 0	3,239 383½	2,61,608 2 8			
1228	2,474 380½	2,57,164 8 5	1,139 225	28,537 8 0	3,614 205½	2,85,702 0 5			
1229	2,240 275¼	2,34,125 10 5	1,141 0	27,384 0 0	3,381 275¼	2,61,509 10 5			
1230	2,522 38	1,96,271 12 7	...	...	2,522 38	1,96,271 12 7	105 0 0		
							70 0 0		
1231	4,509 122	3,15,025 12 2	2,355 200	56,532 0 0	6,864 322	3,71,557 12 2			
1232	3,738 295	2,61,302 2 0	721 0	17,469 0 0	4,459 295	2,78,771 2 0	...	...	35 0 0
							...	...	24 0 0
1233	3,161 320	2,20,696 0 0	475 200	8,292 0 0	3,637 120	2,28,988 0 0	70 0 0	18 0 0	
								12 0 0	
								24 0 0	
1234	4,547 39½	3,17,887 6 0	473 0	8,616 0 0	5,020 30½	3,26,503 6 0	...	...	
1235	5,002 330½	3,50,197 13 4	840 0	20,160 0 0	5,842 330½	3,70,357 13 4			24 0 0
1236	4,434 31½	3,10,385 7 4	1,577 0	37,848 0 0	6,011 31½	3,42,233 7 4	24 0 0		
1237	2,979 306	2,08,729 7 3	1,046 0	25,104 0 0	4,025 306	2,33,833 7 3	70 0 0		
							105 0 0		
1238	3,950 134½	4,13,385 10 1	245 200	6,904 0 0	4,195 334½	4,20,289 10 1			
								24 0 0	
1239	4,237 47⅜	4,44,897 5 9	512 0	15,894 8 0	4,749 47⅜	4,60,791 13 9		36 0 0	
1240	3,677 74⅝	3,86,104 12 0	783 200	28,206 0 0	4,460 274⅝	4,14,310 12 0		36 0 0	35 0 0
								42 0 0	
								42 0 0	
1241	4,183 213¾	4,39,271 2 0	375 100	15,259 0 0	4,558 313¾	4,54,530 2 0	105 0 0	42 0 0	
								26 6 4¾	
1242	4,051 106 9/16	4,25,382 13 9	2,088 353⅜	62,411 11 8	6,140 59 9/16	4,87,794 9 5		18 0 0	
								26 6 4¾	
1243	5,339 313 1/16	5,60,677 3 3	4,857 200	1,10,089 13 4	10,197 113 1/16	6,70,767 0 7		26 6 4¾	42 0 0
								42 0 0	
1244	4,765 200	5,00,377 8 0	2,308 199¾	80,444 6 9	7,073 399¾	5,80,821 14 9			
1245	4,078 125 9/16	4,28,222 15 2	2,769 133¼	1,16,312 0 0	6,847 258 3/16	5,44,534 15 2	105 0 0	42 0 0	
1246	4,322 61⅛	4,53,726 0 10	...	...	4,322 61⅛	4,53,726 0 10			
1247	4,038 349	4,22,931 9 10	21 0	882 0 0	4,059 349	4,23,813 9 10	...	42 0 0	
1248	4,372 90	4,58,433 10 0	...	...	4,372 90	4,58,433 10 0			
1249	3,861 15	4,04,508 15 0	...	...	3,861 15	4,04,588 15 0	105 0 0		
1250	3,757 360	3,93,679 8 0	96 243 1/16	4,015 8 10	3,853 203 1/16	3,97,695 0 10	...	42 0 0	
1251	3,702 10	3,87,612 10 0	1,997 133⅜	83,888 0 0	5,699 143⅜	4,71,500 10 0			
1252	3,096 109½	3,24,108 12 0	1,105 200	46,431 0 0	4,201 309½	3,70,539 12 0			
1253	3,326 100 7/16	3,73,152 10 0	2,079 200	87,339 0 0	5,405 300 7/16	4,60,491 10 0	105 0 0	42 0 0	
							180 0 0		
1254	3,256 330	4,00,154 4 0	468 200	19,677 0 0	3,725 130	4,19,831 4 0	180 0 0	42 0 0	
							120 0 0		
1255	3,828 95	4,59,388 8 0	95 0	3,990 0 0	3,923 95	4,63,378 8 0	120 0 0	42 0 0	
1256	3,316 75	3,97,942 8 0	...	...	3,316 75	3,97,942 8 0	120 0 0		
1257	2,982 173⅜	3,57,892 0 0	...	...	2,982 173⅜	3,57,892 0 0	120 0 0		
1258	1,942 298½	2,33,129 7 0	...	...	1,942 298½	2,33,129 7 0	120 0 0		
1259	2,530 36⅝	3,04,690 13 5	...	...	2,359 36⅝	3,04,690 13 5	120 0 0		
							120 0 0		
1260	2,090 302½	2,50,470 12 0	...	...	2,090 302½	2,50,470 12 0	114 0 0		
							120 0 0		
1261	2,233 13 11/16	2,63,764 1 9	...	...	2,233 13 11/16	2,63,764 1 9			

G. H. Ellis, *Acting Collector.*

Collector's Circuit Cutcherry, Chingleput, May 17, 1854.

Enclosure No. 2.

STATEMENT B, showing the Manufacture and Sale of Salt at each of the Pans from Fusly 1258 to 1262. Zillah Chingleput.

No.	Names of the Pans.	Extent of Pans.	Average annual Manufacture from Fusly 1258 to 1262.	Average annual Sale from Fusly 1258 to 1262.		Distance between the Pans.
				Quantity.	Value.	
		Cawnies.	M. S. C.	G. M. S.	R. A. P.	Miles.
To the south of the Madras Pans.	Chunambut	$76\frac{1}{8}$	50,209 8 0	55,277 1 0	55,277 0 6	10
	Cheyoor	$117\frac{1}{16}$	46,075 34 6	48,626 38 1	48,626 15 7	
	Cadoombady	$44\frac{1}{2}$	16,008 24 0	15,060 36 $13\frac{1}{2}$	15,821 14 8	25
	Pyanoor	$76\frac{1}{2}$	16,938 32 0	17,406 14 $14\frac{1}{2}$	17,322 5 11	3
	Covelong and Calumbankum	$230\frac{5}{8}$	29,964 36 0	39,502 11 2	38,878 4 6	13
	Vadasemunjary	52	48,277 28 0	63,683 34 12	62,807 13 10	6
To the north of the Madras Pans.	Oopaonelooy	40	12,903 12 0	5,039 16 0	5,039 6 4	45
	Poongulum	63	44,259 0 0	28,478 18 $5\frac{1}{2}$	28,118 7 4	3
	Chunamboocolum and Opasamoodrum	100	20,064 24 0	21,010 0 $12\frac{1}{2}$	20,782 0 3	4
	Total	$799\frac{9}{16}$	2,84,701 38 6	2,94,085 11 13	2,92,674 4 11	

Chingleput District, Collector's Circuit Cutcherry, Chingleput,
May 17, 1854.

G. H. Ellis,
Acting Collector.

Appendix C.—No. 11.

No. 41.

To W. H. Bayley, Esq., Secretary to the Board of Revenue,
Fort St. George.

Sir,

I have the honour to send my replies to the questions regarding the management of the salt department, contained in your Circular Letter of the 6th instant.

I have, &c.,
E. Maltby, *Collector of South Arcot.*

South Arcot, Collector's Cutcherry, Cuddalore,
21st April, 1854.

Enclosure No. 1.

Replies of the Collector of South Arcot to the Queries contained in the Board's Circular Letter, dated April 6, 1854, regarding the Salt Department.

1. The manufacture of salt is carried on by solar evaporation, in some of the low swamps along the coast, to which the sea water finds its way at high tide. Query 1.

The average manufacture of the last 10 years is 2,239 garces, but the pans are so liable to be injured by floods and storms that the amount varies much. In these ten years the highest manufacture was 3,485 garces, and the lowest 1,380. On our assumption of the Carnatic, in 1801, and until a few years after the establishment of the monopoly, in 1805, the manufacture was much less, and fell within 1,000 garces. The rate of produce, like the quality of the salt, is very various, being affected by the nature of the soil, the season, the facility with which sea water reaches the pans, and the mode of manufacture. At Mercanum, our best pans, the principal merassidars mention 16 garces as the average produce per cawny. This rate is equal to about 13 garce per English acre, and it agrees nearly with the result of the manufacture on $1\frac{1}{2}$ cawny of resumed pagoda salt pans, which have been lately worked under Sircar management. At Tiagavully the rate is much lower, and was computed by the civil engineer at only 5 garce per cawny, when framing an estimate for preparing some new pans (Diary of Civil Engineer, 5th Division, for March, 1851). A statement will be forwarded hereafter, showing the extent of the present pans, and of the additional land which is fit for salt manufacture.

2. The proprietors of the pans are called merassidars, from their holding the pans as private property, which they can sell, give away, or otherwise dispose of. The proprietors consist of all castes, and employ their labourers in the pans when they do not choose to labour in them themselves. Originally the practice was for Government to take half the salt produced, but, as the merassidars found difficulty in managing the sales, the first Collector, Mr. Garrow, received and sold all the salt, paying the merassidars a moiety of the proceeds. When the monopoly was introduced, in 1805, the merassidars were paid a coodewarum or price for their salt, fixed at 50 per cent. of the average selling price during the five preceding years; and as the salt of the different stations varied in quality and value, the coodewarum rates vary also. A detail of them will be found in the statement sent to the Board, dated 10th of April, 1829. The rates per garce range from rs. 16 : 11 : 7 at the Nadoocoopum pans in the Mercanum station, to rs. 6 : 5 at Tiaguvully. Besides the coodewarum payment the Mercanum manufacturers receive one rupee per garce for furnishing grass and thatching the salt heaps, which is done at the other depôts by the Government servants. Mr. Garrow's Repor Board on the Jum bundy of Fusly 12 dated 12th July, 18 Paragraphs 132 to 1 See letter from Bo dated 13th July, 18

3. In this district there is not much swamp, or spontaneous, salt, but the manufacture of earth salt is undoubtedly carried on to a considerable extent, despite the efforts of the local authorities. Boiling is the process used for its manufacture. A former Collector calculated that 300 or 400 garces of this salt are produced per annum, but it is manifestly impossible to learn with exactness the extent of a clandestine manufacture, and the statistics of the population and salt sales give no certain clue, since salt purchased at the depôts ostensibly for inland consumption is consumed in the district, which is also partially supplied from the adjoining Collectorates; while earth salt is not only manufactured for Letter from Collector Board, dated 19th tober, 1848.

sale to the poorer classes, but is also sold to traders, who fraudulently mix it with the sea salt. Earth salt appears to be sold in retail to the lower orders, at 3 or 4 pies per measure, which is equal to 2½ annas per mercal, and rupees 66 per garce.

4. The manufacture is carried on by solar evaporation, on the process describe in the report of the Inspector-General of Salt, a printed copy of which was received with a letter from the Board, dated the 1st of May, 1823. When the salt is gathered it is left in heaps on the edge of the beds for 3 or 4 days, to allow the moisture to drain off, the contents of such heaps being entered, upon estimate, in an account which is forwarded daily to the Collector, and the heaps are stamped, to prevent any of the salt being removed. When the salt is sufficiently dry it is brought on the platform, measured, and stored away in heaps of 10 garces, for eventual sale. Daily accounts are forwarded, showing the quantity of salt thus received and measured, and the number of the heaps on each platform, and the European revenue officers are in the habit of making occasional visits to the depôts, and of sending their head native servants there, to see that all the business is conducted properly. The measures taken to prevent the clandestine removal of salt from the pans, and protect the heaps on the platforms, will be found in the standing orders for the management of the salt department in the printed volume of the Circular Orders of the Board of Revenue, page 546.

5. No salt is sold by weight in this district.

6. The precautions taken against fraud in receiving the salt from the manufacturers, and guarding it on the platforms have been already adverted to. The salt is sold by the ameen of the depôt, with the aid of his establishment, who keep detailed accounts of the transactions, and forward a daily statement to the Collector. The ameens are supplied with printed rowannahs or passes, one of which is given to each purchaser, after entering in it his name, the amount of salt brought by him, and the time allowed for conveying it to his village. But these rowannahs are not much protection against fraud, as the parties receiving them can give false names, and enter distant places, so that the rowannah may continue in force for some time and be available to screen illicit transactions. These rowannahs, moreover, are not now collected by the servants of Government and returned to the Collector of the district whence they are issued, so that they no longer serve as a check to test the sale accounts of the ameens. It is therefore difficult to protect the revenue, when the Government servants are dishonest and act in collusion with the merassidars, and the chief means are for the Collector to insist on the timely storing of the new salt, to watch any fluctuations in the sales and wastage, and to endeavour, when travelling about the district, to obtain information of what is going on at the depôts. One important precaution against fraud is to keep a sufficient stock of salt on hand, so that it may not be necessary to sell the new salt during the season of manufacture.

e proceedings of Board of Revenue, dated 11th April, 1853.

7. A list of the salt establishment is annexed, showing the duties of the different servants. It has been usual for the Collector to take the aid of one of his covenanted assistants, generally the Head Assistant Collector, in managing the department.

8. The labourers and neighbouring villagers are apt to surreptitiously carry off salt for their consumption from the pans at night, during the manufacturing season, sometimes through the carelessness or connivance of the watching peons. Occasionally frauds are practised on a larger scale, by the merassidars, who remove salt at night to pits prepared in lonely places adjoining the pans, where it is secreted and afterwards sold. The insufficiency of the patrolling force to guard extensive ranges of pans affords opportunity for these frauds, but they are sometimes shared in by the salt servants, who can prepare the rowannahs granted to purchasers in such a manner as to aid the removal of the smuggled salt. (See answer to question 6). When the pans are near a populous town, like those at Cuddalore, an extensive system of smuggling, on a petty scale, by removing salt at night from the pans, is carried on. By the above means, and by artifices in the weighing, I think it possible that the smuggling of sea salt may amount to 10 per cent. of the quantity produced; but this is a conjecture, as no direct proof can be obtained on the point, and a comparison of the population with the sales for home consumption would only throw an uncertain light, as a portion of the salt nominally purchased for inland exportation is consumed in the district, and there are no accounts to show how much salt is purchased for consumption here at the adjacent pans of Chingleput and Tanjore. The illicit manufacture and use of earth salt has been already noticed in the answer to the third question.

9. Formerly it was considered advisable to limit the sales to large parcels, to diminish wastage, simplify the accounts, and encourage the wholesale traders, (see proceedings of Board of Revenue of the 31st of May, 1819—Salt Rule 20), but latterly an opposite course has been followed, and salt is now sold with the sanction of the Board in as small a quantity as five mercals. Small shop keepers, in the vicinity of the pans, purchase therefore at the depôt the salt which they require for retail sale to their customers, while further inland they supply themselves by purchase from the large traders who make considerable

e the last Salt Rules in the Circular Order Book of the Board of Revenue, page 554.

purchases of salt at the depôts, and afterwards sell it to the retail dealers at the different towns. The richer native families also frequently purchase their supply of salt direct from the depôt. No foreign salt—by which term I mean salt imported by sea—is consumed in this district, the inhabitants of which use either the sea salt made at the pans, or the illicitly manufactured earth salt. The latter is not considered wholesome, but its superior cheapness leads to its being eaten, and it is said to be at times fraudulently mixed with the sea salt which the traders carry for sale into the interior districts. The sea salt is wholesome and generally of fair quality, but in the latter respect it varies much. That produced at Mercanum is of a clear white colour, and of such firm crystals as to be termed by the natives stone salt; while the salt of the Tiagavully and Killay pans is far inferior in grain and colour. At present all descriptions are sold at the same price of rs. 120 per garce, but their intrinsic value varies considerably. Thus, the Collector Mr. Garrow's Report to the Board, dated the 12th of July, 1803, paragraph 134, shows that before the monopoly, Mercanum salt fetched ordinarily at the pans rs. 28 per garce, and that of Tiagavully and Killay, only 17½ rupees. According to the depôt sale accounts, the salt sold for consumption in the district does not exceed an average of 457 garces per annum,* which only gives 4$\frac{1}{16}$ lbs. for each individual; but it has been explained that much of the salt purchased ostensibly for distant places is consumed in the district, and that salt is also brought from the adjoining Chingleput and Tanjore pans, the quantity of which cannot be ascertained, as there are now no frontier Custom-Houses. Making, however, allowance for these two considerations, there is no doubt that much smuggled salt is consumed, both earth and sea salt, as pointed out by the Collector, Mr. Davis, in his letters to the Board, dated the 8th of December, 1847, and the 19th of October, 1848. Mr. Davis calculated that the minimum quantity of salt required for an adult is 25 lbs. per annum. In England I believe that the calculation is made at 16 lbs. only, but in this country a larger quantity is doubtless required to season the insipid descriptions of food on which the people subsist.

10. For many years past, no salt has been exported to Calcutta, either on public or private account, as the demand appears to have decreased, and the commanders of vessels prefer supplying themselves as far as possible from the pans more to the north, viz., those of Rajahmundry, Nellore, and Chingleput. Salt is occasionally sold to merchants for exportation to the Eastern Straits when the stock on hand permits, and it is then supplied at the rate rs. 35 per 100 Indian maunds, the shipping charges being borne by Government (see Government Notice in *Fort St. George Gazette* of 1833, page 36,) but it is purchased more for ballast than for purposes of trade, and the average export during the last 10 years is only 53 garces per annum. The salt supplied to the French Government for the use of the districts round Pondicherry averages 267 garces annually. The French authorities pay the coodewarum, or the price given by us to the manufacturers, and a moiety of the expense incurred in conveying the salt from the depôts to Pondicherry.

11. The rates of wastage vary considerably, as they can be altered by the mode of measuring the salt, and depend on many accidental circumstances, such as the quality of the salt when stored, the time it continues in store, the skill shown in thatching the heaps, and the violence of the rains to which they are exposed. The average wastage in the five last years amounts to 5½ per cent., but heaps are sometimes found deficient to the extent of 14 per cent., on which occasions an inquiry is made, and the salt servants punished, unless they can give satisfactory explanation.

See the annual state of wastage forw to the Board of nue for sanction.

12. The cost of each garce to Government, and the various items of which it is composed, as nearly as can be ascertained, are shown in a statement forwarded by me to the Board of Revenue on the 1st of December, 1851. At Mercanum, where the best salt is produced, the rate is 15 rupees, 9 annas, 9 pies, and at Tiagavully 10 rupees, 14 annas, 5 pies per garce. It would, however, be prudent to increase these rates by one rupee to cover various items of extra expense not of a fixed nature, such as the cost of remitting the money collected by the salt sales to the Hoozoor Treasury, the occasional repair of the platforms and the ameen's cutcherries, the saderwared or stationery used in the deparment, &c. I should further observe that when entering the salt establishment, among the items which form the price paid by Government for the salt, the salary of the Collector and his covenanted assistant

* The annual proceeds of the salt sales, on an average of the last ten years, are as follows:—

	Garces.	Rupees.
Sales for home consumption	457	.. 54,692
Sales for inland export	1,451	.. 1,73,286
	1,908	.. 2,27,978

According to the last census, the population of the province amounts to 1,006,005 souls.

were not included, as these officers would be required if no salt revenue existed, and they now receive no commission, or additional salary, for managing the department.

13. The actual outlay incurred by the manufacturers for making salt in a good season does not exceed 3 rupees per garce before the salt is taken out of the pans. Supposing, therefore, that there was no Government duty or assessment on the pans, and that the manufacturers had the expense and risk of storing the salt, I conceive that it would, eventually, be sold at the places of manufacture from 20 to 30 rupees per garce, I say eventually, because at first, and until new salt works were opened in various places, the manufacturers would be able to demand a higher price, and the public from being used to the monopoly rate, would be willing to give it. The price for salt at the inland towns shows that the cost of conveyance by the means now used—country carts and pack bullocks—is equal to one rupee per mile for a garce.

14. The extent of ground occupied as salt pans at the different places will be shown in the statement which, as mentioned by me in my first answer, will be forwarded hereafter. There are four salt stations in this district—1, Mercanum; 2, Cuddalore; 3, Tiagavully; and 4, Killay. Mercanum, is situated on the northern extremity of the district. The Cuddalore station is thirty-five miles south of Mercanum, the French territory round Pondicherry intervening between them. The third station, Tiagavully, is fourteen miles south of Cuddalore, and Killay is fifteen miles further to the south. The average manufacture and sale of these four stations during the last ten years are as follows:—

	Manufacture.	*Sale.*
	Garces.	Garces.
Mercanum	1,588 ..	1,241
Cuddalore	249 ..	192
Tiagavully	232 ..	214
Killay	170 ..	161
Total	2,239 ..	1,908

E. MALTBY, *Collector of South Arcot.*

Cuddalore, April 21, 1854.

Enclosure No. 2.

STATEMENT of the Servants comprising the Salt Establishment in the Southern Division of Arcot, and their Duties.

No.	Items.	Mercanum.		Tiagavully.		Killay.		Cuddalore.		Total.		Remarks.
		No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	No.	Salary per Month.	
			C.RS. A. P.		C.RS. A. P.		C.RS. A. P.		C.RS. A. P.		C.RS. A. P.	
1	Ameen	1	70 0 0	1	17 8 0	1	14 0 0	1	10 8 0	4	112 0 0	No. 1. Has general control over the depôt and its servants, and is the responsible officer for all its affairs, from superintending the manufacture of salt to its eventual sale, and the remittance of the proceeds at fixed intervals to the Hoozoor treasury.
2	Mooshruff	2	22 12 0	1	10 8 0	..	..	..	..	3	33 4 0	No. 2. Are ministerial servants under the ameen to assist him in the above duties, and in keeping the depôt accounts.
3	Nevisindah	1	7 0 0	..	..	1	7 0 0	2	12 4 0	4	26 4 0	No. 3. Same as mooshruff, but the name implies that his more particular duty is to write the accounts, rowannahs, and the ameens' reports to the Hoozoor.
4	Shroff	2	14 0 0	1	3 8 0	1	3 8 0	..	..	4	21 0 0	No. 4. Examines the coins received from parties who purchase salt, has part charge of the cash chest, and accompanies the remittances to the Hoozoor.
5	Salt Measurers and Toties	7	13 8 0	..	..	1	3 0 0	4	13 2 0	12	29 10 0	No. 5. They measure the salt when received from the manufacturers, and afterwards when sold to merchants, &c.
6	Duffadar	1	7 0 0	..	..	..	..	..	..	1	7 0 0	No. 6. Has charge over the peons employed at the depôt, guards the cash chest, and escorts the remittances to the Hoozoor.
7	Pygusties	4	18 8 0	3	12 0 0	2	7 0 0	4	15 8 0	13	53 0 0	
8	Peons	21	89 8 0	7	28 0 0	7	28 0 0	7	25 8 0	42	171 0 0	
9	Tookrey	6	15 8 0	..	..	1	3 0 0	4	14 0 0	11	32 8 0	Nos. 7, 8, 9, and 10. Keep general guard over the pans and platforms night and day, to prevent thefts and smuggling. Besides the above office, the peons have general duties in the ameen's cutcherry, and in guarding the cash chest and remittances.
10	Ungasalay or Salt Watchers	5	9 8 0	..	..	..	..	..	..	5	9 8 0	
11	Mashalchee	1	3 8 0	..	..	..	..	..	..	1	3 8 0	
12	Sweeper	1	3 8 0	1	0 4 0	..	..	..	..	2	3 12 0	
	Total	52	274 4 0	14	71 12 0	14	65 8 0	22	90 14 0	102	502 6 0	
	Roosoomdars.											
13	Moniagar	9	13 0 2	..	..	..	..	..	..	9	13 0 2	
14	Curnum	7	10 13 9	..	..	3	0 10 5	..	..	10	11 8 2	
15	Nottagar	2	0 5 5	..	..	..	..	..	..	2	0 5 5	Nos. 13 to 20. These are former hereditary servants at the pans, who now receive money payments in lieu of the former privileges; they assist the ameen occasionally, but have no longer any regular duties, and are pensioners rather than servants.
16	Muttum Durmakurtah	..	..	1	2 13 1	..	..	..	..	1	2 13 1	
17	Boatmen	..	..	1	0 14 0	..	..	..	..	1	0 14 0	
18	Pundarum	..	..	1	0 13 11	..	..	..	..	1	0 13 11	
19	Carpenter and Iron Smith	..	..	1	0 6 9	..	..	..	..	1	0 6 9	
20	Water Pundal	..	..	..	..	3	0 7 8	..	..	3	0 7 8	
	Total	18	24 3 4	4	4 15 9	6	1 2 1	..	..	28	30 5 2	
	Grand Total per Month	70	298 7 4	18	76 11 9	20	66 10 1	22	90 14 0	130	532 11 2	
	Ditto per Annum	..	3,581 8 0	..	820 13 0	..	799 9 [illegible]	..	1,090 8 0	..	6,392 6 0	

South Arcot Collector's Cutcherry, Cuddalore, April 21, 1854.

E. Maltby,
Collector South Arcot.

Appendix C.—No. 12.

The Collector of Tanjore to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Tanjore, April* 29, 1854.

1. I have the honour to reply to your Circular Letter of the 6th instant.

2. There are in Tanjore five salt divisions—Neidavassel to the north of the district, Negapatam, Adrampatam, Sendalay, and, to the south of all, Arsanagherry. The Negapatam division includes the great salt swamp to the north and west of Point Calimere, from which the store at Vadarniem is supplied. The Neidavassel salt pans are on a low sandy soil, through which the sea readily percolates in this soil. Wells are dug, and from thence water is supplied to the pans. At Negapatam the pans are situated in a stiff clayey soil, and are about half a mile from the sea. Between the pans and the sea the soil is sandy; to the south the clayey soil extends for about two miles, while to the north and west the land is under rice cultivation. The salt swamp near Point Calimere is very extensive, running westward for upwards of thirty miles, as far as Mootoo-pettah. The swamp lies low, and when the spring tides in June and July combine with the very high south-westerly winds which then prevail, it is covered with salt water; banks, with a small inlet for the water, having been previously prepared, are closed when the water is at its highest, and the reflux being thus prevented, evaporation quickly takes place. Almost any quantity of salt might be stored from this swamp by the extension of the embankments, and annually a great deal that forms outside the enclosures is destroyed.

3. At Adrampatam the soil about the pans is clayey, and at Sendalay and Arasanagherry it is sandy.

Fuslies	In.Md.	S.
1258 ..	5,24,898	0
1259 ..	4,57,101	1
1260 ..	5,11,593	35
1261 ..	5,09,187	0
1262 ..	4,73,331	19
Total ..	24,76,111	15
Average	4,95,222	7

4. The average annual produce of Tanjore for the last five years has been 4,95,222 Indian maunds.

5. I regret that I am unable, from any existing accounts, to state the quantity of land occupied by salt pans in the Neidavassel division; it is about sixty-eight acres, but for no other division can I give the Board similar information.

6. The quantity of salt that can be made on a given area varies according to the strength of the water used to produce the salt. In Neidavassel and Negapatam water is raised from wells, and is less salt than that which is obtained from the sea at Adrampatam, Sendalay, and Arsanagherry. In Neidavassel, where each pan contains from 100 to 120 square feet, about $1\frac{1}{3}$* Indian maunds of salt are produced every second day in each pan. In Negapatam, where the pans are of the same size, the same quantity is produced every third day; and at Arsanagherry, where the pans vary in size, 480† Indian maunds are produced every eighth day on an area of about 900 square feet. The additional land, capable of being converted into pans, probably very far exceeds that which would yield the greatest quantity of salt ever likely to be required.

7. The manufacturers of salt comprise all classes; some are wealthy, and independent of their salt pans; some are poor, and work as agricultural labourers when the manufacture of salt is over. The latter manufacture salt themselves, and are at no expense for labour; the former employ hired labourers, and pay them according to the nature and amount of their work. For manufacture they pay $3\frac{1}{2}$ rupees per 120‡ Indian maunds; for storing on the platforms, 2 rupees; for sundries, 12 annas; and 4 annas for covering the heap with mud to preserve the salt from rain.

8. At the commencement of each year a certain quantity of salt is fixed as the dittum for each set of pans in every division, according to its probable requirements with reference to the average of past sales, and the quantity remaining on hand. This dittum is rateably distributed among the owners of the pans, who are bound to deliver all the salt they make to the Government, receiving payment at the rate of 1 anna and 4 pies per Indian maund, or 10 rupees per garce. This payment is made monthly, according to the quantity of salt manufactured by each man received into store. The only privilege the owners of salt pans enjoy is the exclusive right of making salt, a right which is

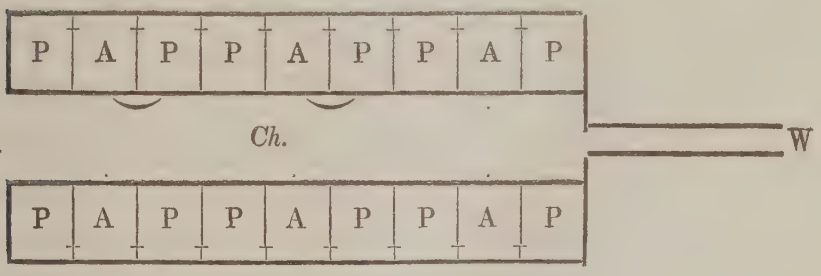
* 4 mercals. † 4 garce. ‡ 1 garce.

protected by clause 1, section 8, regulation 1 of 1805; by section 6 of the same regulation, the merass right to pans is forfeited on the owner refusing to manufacture salt when called upon.

9. Earth salt is not in Tanjore manufactured on account of Government, and as it is considered and treated as an illicit article, the extent of its manufacture cannot be ascertained; for the same reason it bears no acknowledged market value. It is made in the unirrigated parts of the district, chiefly for the consumption of those who make it; but if, at any time, the vigilance of the police be slackened, a trade in earth salt springs up, and it is sold mixed with sea salt, when its presence is very difficult to detect. The salt gathered on the great swamp near Point Calimere is obtained by letting the water raised from the sea during high tides into enclosures, the inlet to which is closed as soon as the enclosure is full. Evaporation does all that is then required, and the salt, which is very white, and of peculiarly fine crystals, is sold at the same rate as other Government salt. The quantity of this salt gathered annually depends on the quantity required, and almost any quantity could be obtained by only increasing the number of enclosures,

10. Water for the manufacture of salt is procured either direct from the sea in channels, or raised from wells of salt water, The process of manufacture is as follows:—

11. In the month of January the manufacturer receives orders to repair his pans and put them in a fit state for the manufacture; he has to level, flatten, and harden the bottoms of the pans as much as possible, to put the trenches in order, and repair their banks; and it is seldom before the commencement of March that any considerable quantity of salt is made. In Negapatam, Neidavassel, and Adrampatam, the fields are regularly arranged, side by side, in rectangular plots. Between each three or four manufacturing pans, which are called the "Penpathy," or female pan, is one "Anpathy," or male pan, and running between the two rows of pans is the channel from which they are directly supplied. This channel is supplied either from a main channel direct from the sea, or from a well, whence water is raised by a pacottah. The process will be best understood from the accompanying plan:—



W represents the well whence the water is conducted to Ch., the channel, from which it is diverted into A, the male pan, whence, after a certain amount of evaporation has taken place, it is turned off into P, the female pan; substituting a main channel for the well. The process is the same.

12. When salt forms, it is raked up and laid on the bank of the pan, where it is left until the evening to dry; it is then transferred to a temporary raised platform of earth, on which it is stored in rounded heaps, containing not more than 600* Indian maunds. These are then covered with mud, and stamped with a square wooden stamp, in order to prevent their being tampered with.

13. An account is kept of the salt thus stored, but from its being wet at the time, the account is never very accurate, and to make up for the wastage which will have occurred when the salt is subsequently transferred to the Government store, the salt servants are induced to store salt in excess in these small heaps.

14. An account is kept of these temporary small heaps by the native officer, Curnum or Moniagur, who is present when they are formed, which is sent into the office of the covenanted officer, who has charge of the department, and is afterwards compared with their out-turn in transferring them to the Government platform, and thus a check is kept upon fraud, and an approximation is made towards bringing all salt manufactured to account.

15. Salt is never sold by weight; and, as the propriety of the rule which prescribes measurement only, may be open to question, I take leave to make a few observations on the question. It is desirable, on many accounts, that the trade in salt should be steady, that the supply of inland towns and districts should be at all times ample, and the sales at each Government store unfluctuating. Salt is an article of such prime necessity that the demand for it must

* 5 garce.

steadily increase with the increase of population; and where the distribution of the population does not vary, the proportionate demand for salt at each particular store should not be found to fluctuate; experience, however shows that it does fluctuate greatly, and the fluctuation is, I believe, owing to the discontent of the merchants at the uncertainty of their profits, owing to the system of sale by measurement. In the Neidavassel division, and in the Pootoor pans of the Negapatam division, a mercal of salt measured strictly according to the Board's rules contains as nearly as possible the proper weight of salt, viz., 960 tolas; but in Akarapootoor *close* to Pootoor, and at many other places, an equal weight can be obtained only by forcibly passing the salt into the mercal. In clean salt equality of weight may be held to show equality of the salt principle, which is what is required to purchase, and the only reason why the cause of the difference of weight is not perceptible to the eye is, that the difference exists in the interior of the crystals, some kinds being more solid while others are more porous, and it is questionable how far it is fair to measure both kinds alike. The consequence to the merchant of the purchase of the more porous salt is, that he suffers loss from the diminution of bulk, which is developed on each succeeding measurement, owing to the shaking the salt is subject to on transit; his loss is attributed to the salt servants; he resolves to change his place of purchase, or even for a time to abandon his dealings in the single article of salt, and a fluctuation of the trade results, injurious to the people and the State.

16. This is more particularly the case with the inland trade, as distinct from that of the provinces where the salt is made. The traders are generally Coravers, and carry on their trade with bullocks; they halt twice a day, and on each occasion unlade all their cattle; the compression their salt has experienced by this frequent removal causes a considerable diminution on re-measurement at the end of a long journey, and they too change their place of purchase, and consequently, at all events for some part of their road home, also change their market. The greater proportion of the diminution found on re-measurement is not actual wastage but diminution of bulk from compression; but the ignorant Coraver attributing his loss to the salt servants, travels from one division to another, demanding extra measure on making his next purchase, a demand which, from anxiety to increase their sales, the servants are but too apt to listen to, and hence arises a system of extra storing of one division, and even of one district, bidding against its neighbour to obtain the merchant's custom. All over-measurement that is given proceeds from the desire of the salt servants to satisfy the mind of the merchant that he receives fair measure, and the doubts of the merchant upon the subject arise from the diminution, unaccountable to him, which takes place in different degrees on different purchases, according to the compressibility of the crystals, which is undiscernible to the eye, a state of things results which is incompatible with a steady trade, with an equal distribution of salt over the country, or with honest conduct on the part of the public servants.

17. Were salt sold by weight, the wastage apparent on a second weighing would never be very great, and frequently non-existent; it is an article not kept long in store, is of daily consumption, and is sold almost as soon as purchased by the merchant; if purchased in dry weather it would, probably, be sold in dry weather, and vice versâ, so that the difference in weight by the absorption of moisture which is sometimes urged against the system as a practical objection, is probably more apparent than real.

18. With the laws enacted for the protection of the salt revenue the Board is well acquainted; although these laws are enforced with vigilance, there is no doubt that much illicit trade escapes detection, the manufacture of earth salt is so simple and inexpensive, and all traces of its manufacture so easily obliterated, that the best efforts of the police are ineffectual entirely to stop it.

19. For the prevention of fraudulent practices in respect to Government salt, either during its manufacture or after it has been received into store, the exertion of the best energies of the officer in charge of the department is required. When the salt having been taken from the pans is being exposed for a day to dry, and before it is heaped in small quantities preparatory to being finally received into store, it is sometimes sold by the owner of the pans on his own account, as it is not unfrequently stolen during the time it is kept in heaps to dry, before being finally stored. Any fraud discovered on the part of the merassidar is punished by withholding from him liberty to manufacture salt for a period, and his vigilance in guarding against theft is stimulated by holding him responsible for the loss. But the greatest and most common fraud, while at the same time it is the most difficult to check, is practised in storing an excessive quantity of salt. Each heap of salt after being received into store ought to contain exactly ten garce or 1,200 Indian maunds, and it is not unusual for from half to a whole garce to be added to this to be disposed of at prices lower than the Government rates, for the benefit of the salt servants, or to be given as extra measure to merchants, to induce them again to frequent the pans. By pressure, a heap containing eleven garce may be made no larger than one of only ten garce, and although one or more heaps are examined every year in each

place of manufacture by the covenanted officer in charge, in order to ascertain the actual quantity, which is then assumed as an average for all the other heaps, by a deviation from the rules for measuring, laid down by the Board, not perceptible to those who do not constantly and carefully watch the measurers, the contents of the heap are made to appear less than is actually the fact. To protect the salt when stored, the ground on which it is kept, is a raised platform surrounded by a thick aloe edge with but one entrance, a guard of peons is present on the platform day and night, and the salt is covered over with hard clay about a foot thick, which can be removed only by hard labour with a mamooty.

20. As a check upon fraud in the conduct of the salt sales, and with a view of ensuring that all salt sold shall be duly brought to account, it is required that the sale shall be conducted in the following manner.

21. The merchant wishing to purchase salt, pays into the shroff's hands the price in money of the quantity he requires, taking in return a receipt on a cadjan, bearing a stamp and number, which have been previously struck upon it in the office of the covenanted officer in charge. This receipt is presented by the merchant to the peishcar on the salt platform, who orders the quantity of salt required to be measured out and delivered to the purchaser, with a rowannah, or pass, showing the quantity purchased and its destination, the amount paid, the number of bandies (or bullocks), 40 mercals only being allowed to each bandy, the time within which only the pass is to be valid, and the number of bags in which the salt is packed. When the salt is delivered to the purchaser, the maniagar enters in a sale book the quantity purchased, the name of purchaser, his village, the amount paid and the date of sale, the book being secured from interpolation, by each leaf having upon it the signature of the covenanted officer. At the same time the curnum writes the rough kooroopoo accounts, which embrace so many particulars that they cannot be written fairly with any accuracy at the time of sale; from this rough copy the kooroopoo is prepared on the following day on stamped cadjan, the rough copy is kept in the salt cutcherry and the fair copy is sent to the covenanted officer's office every fifth day. The moodipumalai is also written by the curnum during the sale, and is an account showing the items sold to each purchaser, and the particulars of the coins in which its cost was paid. This is written both to be kept as a record and for the information of the shroff, that he may compare it with his receipts of money, and see if they coincide. The peishcar only puts his initials to the receipts for money paid, the maniagar and curnum sign all accounts, and the peishcar is considered responsible for their correctness. The object intended, is to guard against fraud by making it necessary that if any should be attempted it should involve so many parties as to render it more easy of detection. This object is to a certain extent secured, but the evasion of orders as to storing and disposing of salt (which is easy under the measuring system, on account of the indefiniteness which must attach to any rules regarding the measurement of so compressible an article as salt) enables the salt servants to defraud Government, as it is believed to some extent, and the only check upon such evasion, is constant measuring of heaps by the covenanted officer and amildar during the time of storing.

22. This, however, is by no means an efficient check, as the time of the covenanted officer is never devoted entirely to the salt department, and so great are the distances which he has to traverse, and so far are they from the station where his presence is chiefly required, that he cannot visit many times in the year any but those divisions which are in the immediate neighbourhood of his chief station.

23. The object of the rowannah or pass, as it is at present used, is simply to show that the bandy man has paid for the salt he is carrying, and this it does not at present efficiently do, as rowannahs are not now given at the close of the journey, and consequently, by the connivance of the salt servants, it is quite possible that the same rowannah may be used to cover more than one investment of salt.

24. In each salt division there are the following classes of officers, peishcar, maniagar, sumpretty, curnum, taragen, peon. The manufacture is conducted by the merassidars or their labourers. The head native officer over the whole department is the amildar, and the Head Assistant Collector is generally the covenanted European officer who has charge of it; attached to his office are goomastahs or accountants, the enclosed moyenzabitah* will show all the officers engaged in the service of Government in the salt department, with their salaries, and their several duties will now be briefly described.

25. The covenanted officer's duty is, as the delegate of the Collector, to carry out the orders of Government and the Board of Revenue, and to prevent breaches of the salt laws, to exercise a general control over every part of the department, to give orders for the preparation of the pans for the commencement of manufacture, for the mode in which the officers superintending it are to be distributed, for the manner in which the merassidars are to be made to store

* Marked A.

the manufactured salt provisionally (previous to its delivery into Government store), for the mode of storing in the Government store, the mode of measuring at the time of sale, and, in short, for all the other minutiæ connected with the salt department. By personally visiting the pans and stores, by measuring heaps, by comparing accounts, and by sifting information received, he has to see that his orders have been attended to. He also corresponds with the Collector, upon points which he thinks require to be brought to the notice of that officer, or of the Board of Revenue.

26. The duties of the amildar are to advise the covenanted officer upon every point on which his opinion may be required, to exercise a general control over the accounts of the department, to prepare and submit them to the Collector, to assist the covenanted officer with information, and when that officer is unable himself to visit the pans, to proceed there in his stead, and act under his directions.

27. The goomastahs of the office are engaged in reading reports, in writing orders, and in keeping accounts.

28. The peishcar of each division acts under the orders of the Head Assistant Collector, and superintends his establishment of moniagur, curnum, sumpretties, peons, and taragens. He is responsible for the accuracy of the accounts that issue from his office, and the punctuality with which they are sent. He has to move about to the several pans within his division, to see that all orders are carried out, to conduct the manufacture, store, and sale of salt with regularity, and to remit the collections, every ten days, to the talook.

29. The moniagur is the chief executive officer of the division. It is his business to carry out the orders of the peishcar. He has certain pans allotted him, in which he superintends the manufacture and storing, and is always present at the sale of salt, when the peishcar comes to his pans for the purpose.

30. The sumpretties are ministerial officers, engaged in preparing accounts, and assisting the peishcar generally. The principal of these accounts are the kitta or kooroopoo accounts, forwarded to the Head Assistant's office every five days, which specify every item of sale. A specimen of one of these complicated accounts* is forwarded for the Boards' inspection. There are also wattamary or ten days' accounts, masandrum or monthly accounts, and also the yearly accounts, but the kooroopoo account is the fullest.

31. The curnums write up the rough and fair kooroopoo and moodipumalai, assist at the manufacture, storing, and sale of salt, and assist the moniagur at the pans and platforms.

32. The duty of the shroff is to receive money, to grant receipts, to take charge of the treasury, and proceed with the remittance every ten days.

33. The taragen strikes the mercal, when filled, and must always attend at the storing and sale of salt.

34. The peons have to guard the salt stores, day and night, to prevent and bring to notice fraud and theft, and to apprehend offenders at the time of manufacture, storing, and sale; to proceed with remittances, and carry the post to the talook cutcherry.

35. There is no reason to suppose that any smuggling is carried on in Tanjore, by sea: all that is practised is in the use of spontaneous and earth salt, and its extent cannot be stated. The use of earth salt is allowed in the Poodoocottah State, where a revenue is derived from its manufacture; and the extensive works connected with it that may be seen on the borders of that country, show plainly that much more is manufactured than is required for so comparatively thinly populated a tract. The trade is, I believe, carried on chiefly with Trichinopoly, where, as no revenue is derived from salt, the authorities are, perhaps naturally, not so keenly alive to the necessity of stopping it, as are those who have to afford explanation of any decrease in the collections. When lately encamped at the Vennaur head, which is in the Trichinopoly district, although the works, being connected with, are under the authorities of, this district, three persons were taken as they were crossing the bridge, each bearing as much fine white earth salt as they could carry; and, in their examination, they stated that they were part of a gang of forty, the rest of whom had passed during the night, and, being unable to keep pace with their companions, they had been left behind.

36. The internal consumption of the province is carried on by merchants residing in the larger towns, from whom the petty traders take their supplies, for sale in the smaller villages. The consumption of the towns, in the provinces in the interior, is supplied also by merchants, and Trichinopoly, Salem, and Coimbatore take their main supply from Tanjore. This traffic is carried on in carts. The villages of the inland districts, which are off the line of the high roads, are chiefly supplied by the Coraver and lumbady traders, whose traffic is all carried on with cattle, and who are the chief means of distributing salt throughout the villages in the interior. No foreign salt is used in Tanjore, excepting the earth salt made in the Poodoocottah State, and of the quantity of that which may

* Marked B.

be consumed, no satisfactory estimate can be formed. The following statement gives a five years' average of the quantity of salt sold for home and inland consumption, and export by sea, and of the revenue derived from the sales:—

Average of 5 years' sale of Salt in Tanjore.

	Indian Maunds.	Rupees.
Home Consumption	3,82,484	3,82,484
Inland do.	1,12,736	1,11,812
Export by Sea	3,576	831
Supply to the French Government of Karrical ..	12,456	1,349
Total	5,11,252	4,96,476
Deduct average of 5 years' charges	..	55,458
Net revenue	..	4,41,018

37. It is certain that the salt sold in the shops is much adulterated, but the extent of the adulteration cannot be easily stated. The estimated consumption of salt per head per annum, calculated by apportioning the total quantity sold for home consumption, on the total population, gives a result of $69\frac{3}{4}$ tolas weight of salt per mensem, at a cost of $4\frac{3}{10}$ pies.

Population according to the Census of Fusly 1260.

Adults	1,161,144
One-half the number of children, on the supposition that their consumption will be in that proportion	257,471
Total	1,418,615

HOME CONSUMPTION.

	Maunds sold in Fusly 1262.			Maunds sold in Fusly 1261.			Maunds sold in Fusly 1260.		
	Tolas weight consumed by each individual.	Cost at the rate of Rs. 120 per garce.	Cost at the actual selling rate in the bazaar at Tanjore.	Tolas weight consumed by each individual.	Cost at the rate of Rs. 120 per garce.	Cost at the actual selling rate in the bazaar at Tanjore.	Tolas weight consumed by each individual.	Cost at the rate of Rs. 120 per garce.	Cost at the actual selling rate in the bazaar at Tanjore.
Per annum	$83\frac{7}{8}$	0 4 $2\frac{1}{4}$	0 5 $0\frac{8}{16}$	$681\frac{9}{10}$	0 4 $4\frac{39}{51}$	0 5 $3\frac{11}{33}$	$878\frac{13}{16}$	0 4 $4\frac{27}{48}$	0 5 $2\frac{11}{32}$
Per mensem	$69\frac{3}{4}$	0 0 $4\frac{3}{10}$	0 0 5	$73\frac{11}{12}$	0 0 $4\frac{13}{25}$	0 0 $5\frac{9}{32}$	$72\frac{13}{16}$	0 0 $4\frac{27}{48}$	0 0 $5\frac{1}{2}$
Per day	$2\frac{31}{64}$	0 0 $0\frac{9}{64}$	0 0 $0\frac{43}{250}$	$2\frac{23}{64}$	0 0 $0\frac{19}{128}$	0 0 $0\frac{45}{250}$	$2\frac{37}{64}$	0 0 $0\frac{19}{128}$	0 0 $0\frac{44}{250}$

38. The export of salt by sea, from Tanjore, is of very rare occurrence; when it is taken, it is generally by merchants from Chittagong. To private merchants exporting salt to Bengal it is given at the rate of 15 rupees per 100 Indian maunds, and to all other places the rate of charge is 42 rupees. Salt exported on account of the Government of Bengal is charged at the rate of 25 rupees per 100 maunds. The average export for the five years from fusly 1258 to 1262, has only been 3,576 maunds.

Exportation by Sea.

	I Mds.
Fusly 1258	8,160
1259	1,920
1260	—
1261	—
1262	7,800
Total	17,880
Average	3,576

39. Salt is supplied to the French Government of Karrical at rupees 13 for 120 maunds, and the supply for the five years has been as under:—

Supplied to Karrical.

	I. Mds.
Fusly 1258	12,240
1259	12,000
1260	12,120
1261	13,080
1262	12,840

40. The wastage allowed is 2 per cent., and the accounts show that the actual wastage has, of late years, been somewhat less; but then account must be taken of the fact that there is a tendency, on the part of the salt servants, to heap rather in excess of the regulated ten garce per heap. On the other hand wastage includes loss by compression, as well as actual wastage.

41. The average cost to Government of each garce of salt is rupees 13 : 0 : 3, of which rupees 10 is the amount paid to the manufacturer, and rupees 3 : 0 : 3 the cost for establishment and sundries. This latter item includes saderwared, repair of brass mercals, &c., into the minute details of which I conceive the Board do not require me to enter.

42. Those owners of salt pans who manufacture by means of hired labour pay, in some places, rupees $6\frac{1}{2}$, and in others rupees 5 per garce, to the labourers they employ; and, assuming rupees 6 as an average, and adding rupees 2 for the cost of establishment and sundries, as doubtless individuals would spend less on these accounts than the State does, rupees 8 per garce may be set down at the cost at which private individuals could manufacture on their own account.

43. The names of the places where salt is manufactured, the average extent of land cultivated, with the out-turn and sale, and the distance of each set of pans from the other is given below :—

Divisions.	Pans.	Extent of Land.	Average. Manufacture.	Salt Sold.	Receipts.	Distance of each set of Pans from the one next above it.
		V. M. G.	I.M. S.	I.M. S.	RS. A. P.	
Neidavassel.	Valudalacoody	0 13 80	4,135 16	4,530 9	4,530 3 7	
	Keelacurray	0 19 $56\frac{1}{2}$	8,731 5	8,398 20	8,998 2 0	3 miles.
	Tunnumpatam	1 14 $6\frac{1}{4}$	10,871 36	11,381 4	11,381 1 7	$\frac{1}{4}$ „
	Solagranium	0 7 14	1,228 22	1,227 2	1,227 0 10	
	Peroonthottum	0 7 $32\frac{1}{2}$	2,495 4	3,003 37	3,003 14 9	1 „
	Kadaikaudor	1 4 $54\frac{1}{2}$	8,012 4	8,414 5	8,414 2 5	
	Vadapady	2 5 2	25,824 13	27,272 14	27,272 5 8	200 yards.
	Thenpady	1 13 64	19,427 11	20,684 15	20,684 6 10	1 mile.
	Kceliyoor	1 2 $37\frac{3}{8}$	5,886 24	5,143 8	5,143 3 2	$\frac{1}{2}$ „
Negapatam.	Chendrapadee	..	9,717 7	9,432 5	1,963 8 4	8 „
	Covilput	..	4,262 0	4,105 32	1,109 12 9	14 „
	Pootoor	..	22,439 21	20,802 10	20,802 3 10	
	Ackarapootloor	..	64,402 21	64,138 12	62,419 14 7	4 „
	Audonipettah	..	3,761 38	3,752 25	3,752 10 3	
	Papacovil	..	9,085 28	8,477 28	8,399 11 2	
	Vadarniem	..	23,497 29	18,973 32	18,661 12 9	30 „
Adram-patam.	Tumbekenellevencottah.	..	47,902 32	51,735 33	51,735 15 0	35 „
	Tamarencottah	..	29,686 34	31,845 29	31,845 11 6	2 „
	Adrampatam	..	48,447 10	47,763 12	47,685 4 10	2 „
	Magilencottah	..	38,515 39	37,793 4	37,793 1 7	3 „
Sendalay.	Shembie	..	5,390 33	5,454 7	5,454 2 10	10 „
	Korooken	..	5,744 18	7,056 3	7,032 0 11	2 „
	Sendalay	..	8,022 17	9,013 8	9,013 3 5	1 „
	Shembegamagadavi ..	..	5,949 24	7,513 25	7,441 9 11	6 „
	Kuttoomavady	..	16,952 7	20,632 37	20,368 11 6	$1\frac{1}{2}$ „
Arsana-gherry.	Ayepatam	..	16,257 10	18,462 29	18,270 11 7	10 „
	Arsanagherry	..	49,065 5	55,641 3	55,269 1 2	12 „

I have the honour to be, &c.,

H. Forbes, *Collector of Tanjore.*

Enclosure No. 1.

Salt Moyenzabitah.

Office.	Monthly pay. Rs.	A.
Hoozoor.		
Amildar	100	0
Jawabnevis	21	0
Writer	21	0
Head goomastah	21	0
2 Goomastahs at 10½ rupees each	21	0
4 Daloyets at 5 rupees each	20	0
	204	0
Arsanagherry Division Cutcherry.		
Peishcar	21	0
Sumpretty	7	0
Shroff	5	4
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8
Cusbah Arsangherry Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Ayapatam Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Moonpally Pans.		
Peon	3	8
Do.	3	8
Do.	3	8
Sendalay Division Cutcherry.		
Peishcar	21	0
Sumpretty	7	0
Do.	7	0
Shroff	5	4
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8
Cusbah Pans.		
Maniem	10	8
Curnum	7	0
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Coorooken Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Cuttoomavady Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Somanadenpettah Pans.		
Peon	3	8
Do.	3	8
Nadiem Pans.		
Peon	3	8
	173	12
Adrampatam Division Cutcherry.		
Peishcar	28	0
Sumpretty	7	0
Do.	7	0
Shroff	7	0
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8
Cusbah Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Office.	Monthly pay. Rs.	A.
Tamarencottah Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Tumbickenellevencottah Pans.		
Maniem	10	8
Curnum	7	0
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Mahelencottah Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
	207	12
Neidavassel Division Cutcherry.		
Peishcar	28	0
Sumpretty	7	0
Do.	7	0
Peon	3	8
Shroff	7	0
Peon	3	8
Do.	3	8
Gootty Peon	4	0
Do.	4	0
Do.	4	0
Do.	4	0
Jadmalay	1	8
Cusbah Pans.		
Maniem	10	8
Curnum	5	4
Do.	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Tenpady Do.	3	8
Do.	3	8
Do.	3	8
Keelivoor Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
Kadacand Pans.		
Maneim	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Tunnumpatam Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8

Office.	Monthly pay. Rs.	A.
Valadalacoody Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Taragoo	2	8
	196	8
Negapatam Division Cutcherry.		
Peishcar	21	0
Sumpretty	7	0
Do.	7	0
Shroff	7	0
Cutcherry Peon	3	8
Do.	3	8
Do.	3	8
Gootty Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Jadmalay	1	8
Cusbah Pans.		
Maniem	10	8
Curnum	5	4
Do.	5	4
Poottoor Peon	3	8
Do.	3	8
Ackerapoottoor Peon	3	8
Do. do.	3	8
Andanampettah do.	3	8
Papacovil do.	3	8
Curvellengady do.	3	8
Pootoorvady do.	3	8
Do. do.	3	8
Taragoo	2	8
Chendrapady Pans.		
Manium	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Covilput Pans.		
Peon	3	8
Taragoo	2	8
Vadarniem Pans.		
Maniem	10	8
Curnum	5	4
Peon	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Do.	3	8
Taragoo	2	8
	191	0
Total, including 5 Divisions ..	901	12
Total, including Hoozoor ..	1,105	12

H. Forbes, *Collector.*

Enclosure No. 2.

Kooroopoo Accounts of Salt Manufacture and Sale in Ackarapoottoor Pan at Negapatam.

6th April, 1854.

	Gar.	Mer.
Remaining in platform salt of 1853	655	214
Wastage in ditto	16	135
Ditto in pan	1	58
	17	213
	673	27

SALE.

Mappoolacooppum Adaikettan Chetty purchased 70 mercals of salt, value rs. 21, the salt contained in 14 bags on 2 bandies, to Mappoolacooppum. Time allowed, one day from 10 o'clock of this date. Rowannah No. 3011.

Nunnillum Soondra Chetty purchased 30 mercals of salt, value rs. 9, contained in 6 bags on 1 bandy, to Nunnillum. Time allowed, 1 day from 10 o'clock of this date. Rowannah No. 3012.

Andonipettah Parasooramah Chetty purchased 55 mercals of salt, value rs. 16½, contained in 11 bags on 1 bandy, to Andonipettah in Keevalore talook —from 10 to 12 o'clock of this date. Rowannah No. 3013.

Abishaga Cutlay Kylasha Pillay purchased 40 mercals of salt, value rs. 12, contained in 8 bags on 1 bandy, to Abishaga Cutlay in Nunnillum talook. Time, one day from 10 o'clock of this date. Rowannah No. 3014.

Negapatam Balasoobramania Pillay purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Negapatam in Keevalore talook. Time allowed, from 10 to 4 o'clock of this date. Rowannah No. 3015.

Kanaripatam Iyaroopillay purchased 30 mercals of salt, value rs. 9, contained in 6 bags on 1 bandy, to Teroonagasweren in Combaconum talook. Time allowed, 3 days from 10 o'clock of this date. Rowannah No. 3016.

Moottum Oonnamalay purchased 40 mercals of salt, value rs. 12, contained in 8 bags on 1 bandy, to Moottum in Keevalore talook. Time allowed, from 10 to 4 o'clock of this date. Rowannah No. 3017.

Nagore Viapoory Pillay purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Nagore in Keevalore talook. Time, from 10 to 2 o'clock of this date. Rowannah No. 3018.

Negapatam Ramasawmy Pillay purchased 5 mercals, value rs. 1½, contained in a small bag, to Negapatam in Keevalore talook. Time, from 10 to 4 o'clock of this date. Rowannah No. 3019.

Valippaliem Narayanasawmy Naicken purchased 5 mercals of salt, value rs. 1½, contained in 2 small bags, to Valeppaliem in Keevalore talook—from 4 to 6 o'clock P.M. of this date. Rowannah No. 3020.

Moolengody Soopa Odyan purchased 40 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date. Rowannah No. 3021.

Nagore Veerabudra purchased 90 mercals, value rs. 27, contained in 18 bags on 2 bandies, to Nagore in Keevalore talook—from 10 A.M. to 4 P.M. of this date. Rowannah No. 3022.

Negapatam Soobroy Pillay purchased 50 mercals, value rs. 15, contained in 10 bags on 1 bandy, to Nagapatam in Keevalore talook—from 4 to 6 o'clock of this date. Rowannah No. 3023.

Rowannah No. 3024. Valkoody Ramasawmy purchased 15 mercals, value rs. 4½, contained in 3 bags on 3 bullocks, to Walkaudy in Nunnillum talook. Time, 1 day from 4 o'clock.

Rowannah No. 3025. Sembencoody Veeramoottoo Odayan, purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date.

Rowannah No. 3026. Sembencoody Aroomoogattan Odyan purchased 32 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date.

Rowannah No. 3027. Sembengoody Pereanayega Hoodian purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date.

Rowannah No. 3028. Sembengoody Arnachellum Naicken purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Combaconum. Time allowed, 3 days from 4 o'clock of this date.

Rowannah No. 3029. Sennanoor Nagapa Chetty purchased 70 mercals, value rs. 12, contained in 8 bags on 1 bandy, to Sennanoor in Nunnillum talook. Time allowed, 1 day from 4 o'clock of this date.

Rowannah No. 3030. Ammayeppen Veeruppen purchased 50 mercals, value rs. 15, contained in 10 bags on 2 bandies, to Ammayappen in Trivalore talook. Time allowed, 1 day from 4 o'clock of this date.

Rowannah No. 3031. Ponavassel Kattan purchased 30 mercals, value rs. 9, contained in 6 bags on 1 bandy, to Ponanassel in Trivalore talook, Time allowed, 1 day from 4 o'clock of this date.

	Garce.	Mercals.
Total rowannahs 21, Rs 237, the quantity of salt of 1853 ..	1	390
Remaining in platform of 1853	653	224
Wastage in ditto	16	155
Ditto ditto	1	58
	17	213
	671	37

H. Forbes, *Collector of Tanjore.*

Appendix C.—No 13.

The Collector of Madura to W. H Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Madura, April* 28, 1854.

I have the honour to submit my answers to the queries in the Board's Circular of the 6th instant:

1. The country in which salt is made consists of sandy flats a mile or one and a half miles from the sea, or a little further off, where there is a creek. The average annual produce of the last five years was 2,741 g. 148 ml. 2½ mrs. The total extent of land occupied by salt pans is cawnies 81 : 14¾ as., equal at $1\frac{4}{1}\frac{1}{8}$ per cawny to acres 108 4¾. The average quantity manufactured on one cawny is per year 33 g. 184 ml. 6½ mrs. The additional extent of land available may be computed at cawnies 27.

The manufacturers are agriculturists of the villages in which the pans are situated or purchasers from them. They have no rights and privileges beyond the right to the coodeewarum, or price paid by Government for their salt and of selling the beds, if they please.

The quantity of salt to be manufactured at the pans, subject to each alum (salt depôt), is fixed by the Collector at the commencement of each year; and the quantity actually produced is generally somewhat more. No particular regulations are imposed by the public officers in this district in regard to time and quantity, with reference to the salt water supplied to the pans. The manu-

facturers manage that matter among themselves; neither is any engagement taken from each owner of pans as to the quantity of salt to be supplied by him.

2. The salt ryots receive $10\frac{1}{2}$ rupees for each garce of salt furnished by them. Sometimes advances are given, but not in ordinary seasons.

3. The extent of the manufacture of the earth salt cannot be stated. In the district of Madura it is not carried on to any great extent or at all openly. The little that is manufactured is obtained by boiling the salt earth in chatties. This is done by a few poor people. In the native state of Poodoocottah where such manufacture is lawful, the salt earth is collected into heaps; pans are made at the side, and water being applied, the heap runs into the pans, where salt is produced therefrom by solar evaporation. I am unable to guess at the price of earth salt. It is of course an unnatural price, being much enhanced by the existence of the monopoly.

4. In manufacturing sea salt, the first process is to form a pan on an average of $378\frac{1}{8}$ square feet in size; then to ram its surface quite hard; afterwards to let in salt water procured either from the sea or a well. In eight days this evaporates by the sun's rays, and is placed on the side embankments in small heaps which have a stamp on each of the four sides and apex. These heaps when dry, which is the case in a day or two, are removed to a lower platform within the depôt enclosure. The salt belonging to each ryot forms one separate heap, which, when removed to the upper platform, is accurately measured, and a chit specifying the quantity given to him. The salt is then stored in heaps of 10 garces each, which are incased in a crust of mud. The platforms are surrounded by a hedge and a ditch. When the store for any depôt (alum) is complete, the money is sent from the treasury for payment of the ryots.

5. No salt is sold by weight in this district.

6. The mode of protecting the revenue before the salt* has been already described. The purchaser receives a rowannah, and all salt in transit without a rowannah is liable to be confiscated. The rowannahs used to be given up at the place of final destination, but that rule is not now observed, except as regards salt sold in the district in which it is made.

7. *Vide* statement, No. 1.

8. It is not supposed that smuggling of salt is carried on to any great extent; what takes place is contrived by the salt servants placing more than 10 garce in each heap and selling the overplus at a reduced price for their own profit. I do not think it large, because the quantity sold for consumption within the district is pretty nearly what would be required on the usual calculation of 12 lbs. for each individual, It seems to me, however, that large quantities of earth salt must be made in the non-maritime districts.

9. The salt carriers are chiefly lubbies and others concerned in cultivation through relations, and cooravers living by the salt trade alone. The former use carts; the latter donkies. They sell to shopkeepers at the various towns. Madura imports no salt, except a small quantity from Tinnivelly, brought back by carts which carry grain for sale there. All its supply is consumed internally. The salt sold in the bazaar of Madura is nearly pure. The population of Madura, according to the last census, was 1,756,791. The quantity of salt sold for consumption therein in Fusly 1262, 2,376 garces 265 mls., and the average per head thence resulting $13\frac{5}{16}$ lbs.

10. Does not apply to the Madras district.

11. The wastage in this district on an average of five years $1\frac{9}{20}$ per cent.

12. *Vide* statement, No. 2.

13. Estimated at 7 rs. per garce.

14. *Vide* statement, No. 3.

I have, &c.

R. D. PARKER, *Collector of Madura.*

* So in the original,

Enclosure No. 1.

MOYENZABITAH of the Salt Establishment of the District of Madura for the Month of April, 1854.

Names.	Amildar.		Pygust Ameen.		Writer.		Goomastah.		Goomastah at 17½ Rs. each a Month.		Goomastah at 14 Rs. Do.		Goomastah at 10½ Rs. Do.		Roysom at 21 Rs. Do.		Roysom at 7 Rs. Do.		Assistant Roysom at 4 Rs. Do.		Shroff.		Gollah.		Duffadar.		Peons.		Measurers.		Musaljee and Sweepers.		Total.		Remarks.
	No.	Amount of Monthly Pay.	No.	Pay.	No	Pay.	No	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	
		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.	
Hoozoor	...	...	...	...	1	28 0	1	28 0	2	35 0	...	...	...	...	1	21 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5	105 0	To read urzees to the Collector, connected with salt revenue, and to prepare monthly, quarterly, and yearly accounts for submission to the Board. To superintend the salt revenue,—and this establishment has control over the servants of the several depôts.
Head Cutcherry ...	1	120 0	2	50 0	...	...	...	...	1	17 8	...	...	3	31 8	...	...	1	7 0	2	8 0	1	8 12	1	5 4	1	7 0	20	70 0	...	...	2	3 8	35	328 8	
Turagoody Pans ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	To conduct the manufacture and sales of salt, subject to the control of the Head Cutcherry.
Mookeyoor Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Mootoovaragoodipatam Do.	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 0	
Valinokum Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Morekolum Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Authenkurray Do ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 0	
Vyravanadapatam Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	48 8	
Ooppoor Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Ogandangoody Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	6	21 0	1	3 0	...	...	9	45 0	
Managoody Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Sholeagoody Do. ...	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Guttanam Do. ...	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Kullianegery	...	...	...	...	...	...	...	...	...	...	1	14 0	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	5	17 8	1	3 0	...	...	8	41 8	
Treethandathanem Do.	...	...	...	...	...	...	...	...	1	17 8	...	...	...	...	...	...	...	...	...	...	1	7 0	...	...	...	...	8	28 0	1	3 0	...	...	11	55 8	
Tumbartaravy Cavetgars...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	12 0	...	...	4	12 0	
Total	1	120 0	2	50 0	1	28 0	1	28 0	10	175 0	7	98 0	3	31 8	1	21 0	1	7 0	2	8 0	15	106 12	1	5 4	1	7 0	108	378 0	18	54 0	2	3 8	174	1,114 0	

N.B.—No part of the salary of the Collector and his assistants is entered, because that would be exactly the same if there were no salt.

Per Annum ... ... 13,368.

Madura, April 28, 1854.

E. E. per (Signed) R. D. Parker, *Collector.*

Enclosure No. 2.

STATEMENT showing the average cost to Government per Garce of Salt.

Fusly.	Quantity of Salt Stored.	Quantity Sold.	Charges.						Total.
			Price paid to Manufacturers at $10\frac{1}{4}$ rupees per garce.	Sibbendy.	Saderwared.	Yeomiahs.	Repairs to Platforms, &c.	Repairs of Salt Cutcherry.	
1	2	3	4	5	6	7	8	9	10
	G. M. M.	G. M. M.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.
1258	2,902 98 4	2,692 316 4	30,261 5 6	11,134 2 8	332 15 6	229 1 1	28 7 6	399 15 6	42,385 15 9
1259	3,486 70 0	2,923 220 0	36,440 5 4	12,252 5 10	369 4 3	252 6 10	22 0 0	..	49,336 6 3
1260	2,607 375 0	2,455 99 0	27,334 12 2	13,351 2 9	399 9 0	138 10 4	27 4 0	..	41,251 6 3
1261	2,357 378 0	3,052 298 0	24,710 0 7	13,365 15 2	399 9 0	..	..	..	38,475 8 9
1262	2,352 220 0	3,191 280 0	24,667 14 7	11,326 8 5	332 15 6	..	693 9 3	..	37,020 15 9
	13,706 341 4	14,316 13 4	1,43,414 6 2	61,430 2 10	1,834 5 3	620 2 3	771 4 9	399 15 6	2.08,470 4 9
Average	2,741 148 $2\frac{1}{2}$	2,863 82 $5\frac{1}{2}$	..	..	..	..	..	..	41,694 0 11

	R.	A.	P.
Cost per garce with reference to the average in column 2 ..	15	3	5
Ditto ditto ditto in column 3 ..	14	9	0

Madura, April 28, 1854.

E. E. per (Signed) R. D. Parker,
Collector.

Enclosure No. 3.

STATEMENT showing the extent of Land used for Salt Manufacture, and average quantity of Salt per Cawny.

No.	Names of Salt Pans.	Total extent of Salt Pans.		Average quantity of Salt heaped in a year.			Average quantity of Salt sold in a year.			Distance of Pans from each other.
		Cawnies	As.	Garces	Ml.	Mrs.	Garces	Ml.	Mrs.	Miles.
1	Taracoody	6	$12\frac{3}{4}$	157	116	0	158	394	0	..
2	Mookyoor	7	$12\frac{1}{2}$	343	250	0	342	225	0	10
3	Moodooregoonadapatam	5	$1\frac{3}{4}$	254	39	0	237	343	0	7
4	Valinokum	3	$8\frac{3}{4}$	167	159	0	167	4	0	10
5	Morecolem	3	$8\frac{3}{4}$	90	247	$2\frac{6}{16}$	94	213	$5\frac{10}{16}$	16
6	Athenkurray	3	$8\frac{3}{4}$	171	309	0	168	141	$4\frac{14}{16}$	16
7	Vyravanadapatam	4	$14\frac{3}{4}$	207	117	0	228	113	0	20
8	Oopoor	4	2	179	138	0	183	114	0	4
9	Ogandangoody	5	$4\frac{1}{4}$	218	375	0	244	375	0	3
10	Managoody and Cadookay	9	$5\frac{1}{4}$	293	228	$6\frac{6}{16}$	303	64	$6\frac{6}{16}$	3
11	Sholeagoody	5	$13\frac{3}{4}$	187	200	0	182	324	0	6
12	Vuttanem and Narembel	10	$14\frac{3}{4}$	173	191	$3\frac{1}{4}$	208	82	0	7
13	Calianagherry	4	$4\frac{1}{2}$	143	345	$6\frac{6}{16}$	151	300	$4\frac{3}{4}$	3
14	Theethandathanem and Ediamadem	6	$14\frac{1}{4}$	152	232	0	191	188	0	2
		81	$14\frac{3}{4}$	2,741	148	$2\frac{6}{16}$	2,863	82	$5\frac{10}{16}$	107
	Average per cawny	..	..	33	184	$6\frac{1}{2}$				

Madura, April 28, 1854.

E. E. per (Signed) R. D. PARKER, *Collector.*

Appendix C.—No. 14.

To W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir,

I have the honour to submit copy of a letter to my address, from Mr. Child, the Head Assistant Collector of this district, containing a portion of the information called for in your Circular of the 6th ultimo, respecting the salt department. The remainder will be submitted as early as practicable.

I have, &c.,

(Signed) C. J. Bird,

Tinnevelly, Trichendoor, May 4, 1854. *Collector of Tinnevelly.*

Enclosure No. 1.

To C. J. Bird, Esq., Collector of Tinnevelly.

Tinnevelly, Head Assistant-Collector's Office,

Sir, *May* 1, 1854.

In reply to your letter dated the 13th ultimo, inclosing a Circular* from the Board of Revenue, dated the 6th ultimo, requiring replies to certain queries relative to the salt department, I have the honour to forward the enclosed paper containing such replies as I am at present able to give, but it is necessary to obtain certain information from the different chowkeydars, before replying to a few questions, and the required information on those points will be hereafter transmitted.

In general, the country in, and adjoining which, the manufacture of salt is carried on in this district is low and swampy, utterly waste, and useless for cultivation, from the water in, and about, it being brackish, and the soil itself greatly impregnated with salt; in such land the salt is made by raising the salt water from shallow wells, dug alongside of, and in the midst, of the beds. These pans are mostly from 4 miles to 1½ miles from the sea coast. In Vissiavethee and Coothunguly the two most southern salt pans, the salt is manufactured on the side of streams after the rain has subsided, and when the water from the mixture of sea water flowing back, has become sufficiently brackish to produce salt by evaporation in these two places; the country around is sandy waste, and, at a short distance from the sea, raised to a slight elevation. At Coolasagarapatam, the salt pan is also on the bank of a stream, as in the above-mentioned two places, and close to the sea coast, with high sandy hills on the south side, while on the north and west sides the land is all under excellent cultivation from the quantity of fine water at a short distance below the surface. Query 1

The average produce of the last five years has been 2,453-171-3 garces, the quantity being limited by the estimate, much more could have been produced if necessary from the 6 northern salt pans, but from the 3 southern pans the amount has always been very limited, from the unfavourable nature of the soil and water for the manufacture of salt.

The quantity of salt to be procured from a given area depends entirely on the nature of the soil, and differs extremely in different places, and information on this point will be hereafter given, at which time also the extent of land occupied by the pans will be reported.

There is hardly any limit to the extent of land in every way suited for the manufacture of salt in this district, the whole land along the coast from Trichendoor to the south, up to Vembar in the limits of Madura north, being particularly suited for the production of salt, in fact producing little or nothing else with the exception of the land on the banks of the Tambrapoormy river.

The manufacturers of salt are in general Alavurs, Pullers, and Pariahs, and till of late years, no other castes were interested in that business; but lately Naicks, and Vellalahs, and Chetties, and Reddies, and even Brahmins, have obtained possession of salt beds by purchase, mortgage, and other means, employing the lower castes as their tenants and labourers. Query 2.

The beds being the private property of the salt ryots, they have the right of

* Returned.

selling, mortgaging, or letting the beds according to their pleasure, and the price paid for the salt being known, *i.e.*, being fixed at 10 rs. a garce, gives a permanent value to the beds, increasing as the estimate increases, (or decreasing should it decrease) till full limit of the produce of the pan is reached, no other parties having the right to make fresh beds, or manufacture salt while sufficient can be made in the existing beds.

The beds, wells, and platforms for stowing the salt with any moderate amount of embankment, as well as all necessary hedging, and such like small matters, are made by the ryots, they also heap the salt, measuring it when delivered, and when sold, and also when examined by any of the authorities. They also assist at destroying spontaneous salt in different places in the vicinity of the salt pans; they are also bound to obey all necessary orders regarding the conduct of the manufacture, &c., and are liable to the penalty of no salt being purchased from them, and therefore of not being allowed to make any salt, in case of disobedience or other improper conduct. Should any abscond, his beds can be given for that year to another party to cultivate, the cultivator receiving the price of salt manufactured by him. The price paid for the salt has been fixed by Government, and is ordered to be paid at the rate of 10 rupees a garce, and accordingly the manufacturers are bound to supply it at that rate.

Query 3. In this district no spontaneous salt is sold, there is a considerable quantity in parts of the coast, but it is always destroyed, such salt is considered by the natives unwholesome, producing dysentry, no earth salt is manufactured or sold.

Query 4. A particular description of the mode of manufacture in this district will be sent hereafter. When made, the salt is heaped in heaps of ten garces each, thatched with Palmyra leaves, and then covered with thick clay, well beaten down, the heaps being on the raised platform of hard earth arranged in order, and regularly numbered. The platform being within the hedge of the salt pan with a second hedge in a few pans round it with only one entrance.

There are different accounts kept and sent to the Hoozoor as follows:—

1. A daily account of the estimated quantity of salt collected from the different beds, and placed on the banks with the names of the different ryots, and the quantity produced by each.

2. A daily account of the quantity of salt sold, and from what heaps, with the names of the parties purchasing, with the number of the rowannahs protecting it, and the name of the place to which the purchaser belongs, giving also the amount of money received each day, also a copy of the rowannahs issued during the day is forwarded to the Hoozoor.

3. At the end of each 5 days, a register of the purchasers of salt during the previous 5 days, with every particular as entered in the daily account.

4. At the end of each 7 days, the new salt made is carried from the banks to the platform, and an estimated account sent of the quantity brought belonging to each ryot.

5. When, in 3 or 4 days, the salt is fit to be heaped, it is measured, and an account sent of the quantity received from, and credited to, each ryot, this is also entered in their separate pottahs, and upon this, they are paid by Government. In this account the number of the heap in which the salt is heaped is also mentioned.

6. Every 15 days two accounts are sent of the quantity of salt received up to that date, with a column containing the wastage and excess in the selling of the heaps.

7. Every 15 days an account of the money forwarded to the talook is sent.

8. Immediately on the completion of the sale of each heap, an account of the result, whether in loss or excess of the original measurement, is sent with the signature of the public servants and some of the ryots.

9. Once a month an account is sent of the quantity remaining in store at the beginning of the month, quantity sold, and quantity received, including the wastage, to strike off which sanction has to be received.

10. A quarterly account of the same kind as No. 9.

Also a quarterly account of the sales.

Query 5. Salt has never, hitherto, been sold by weight in this district, but it would very much lessen the opportunities of fraud were weighing resorted to.

Query 6. No one is allowed to transport salt without a rowannah from the salt pan in which it was purchased, and any police authority has the power of calling on parties carrying salt to produce their rowannahs. Till lately, it was the custom for the rowannahs to be returned through the tehsildars in this district, and Collectors in other districts, so that they might not be used a second time; but a doubt having arisen in the opinion of the Collector of Salem on the subject, he reported that he should no longer collect and return the rowannahs carried to his district, and the custom has since been discontinued, from inability to compel its observance, though it was a great check against fraud. Persons in possession of spontaneous salt are punishable under the regulations, so that when spontaneous salt is watched and destroyed, and rowannahs properly issued, no salt can be

purchased except that entered into the accounts, and on which duty is properly paid.

There is no covenanted agent expressly for the salt department, the Head Assistant-Collector having charge of the department under the orders of the Collector. Query 7.

The uncovenanted servants are as follows:—

		R.	A.
1	Salt peishcar on a salary of 100 rupees a-month, who, under the Head Assistant-Collector, has entire charge of this department; but this officer also acts as sheristadar in the Head Assistant-Collector's office, relieving the head sheristadar's cutcherry from all the details of the revenue business and sayer and sea custom, &c., under the same officer ..	100	0
1	Jawabnevis on a salary of	17	8
1	Writer on a salary of	17	8
2	Tamil goomastahs, one at 14 rupees and the other at 10½ rupees respectively	24	8
1	Hindoovy goomastah at	14	0
1	Peishcar goomastah at	10	0
2	Peons at 5 rupees each	10	0
	Total	193	8
5	Chowkeydars on a salary of 21 rupees each	105	0
3	Ditto on a salary of 17½ rupees each	52	8
4	Sumbredirs on a salary of 8 rupees each	32	0
8	Goomastahs at 6 rupees each	48	0
5	Shroffs at 5 rupees each	25	0
24	Measuring peons at 4 rupees each	96	0
33	Watching peons at 3 rupees each	99	0
6	Naicks at 6 rupees each	36	0
33	Sibbendy Sepoys at 5¼ rupees each	173	0
	Total	666	12
	Grand Total	860	4

There have been but few instances of smuggling brought to my notice, though, from the quantity of spontaneous salt in some of the small islands of the coast, and the bank of the back-waters and salt swamps, I cannot but think a considerable quantity is consumed by the fishermen along the coast to salt their fish, and also for their own consumption, as I see little to prevent their taking it, from the impracticability of sufficient supervision, and the advantage gained being very great; but I am of opinion that but little, if any, smuggling is carried on with the inland villages. Query 8.

There is no particular set of men who supply the interior of the country from the salt pans in this district. Large quantities are taken away by the return bandies bringing cotton and other produce to the coast. Some carry away the salt on bullocks and donkeys, but to no great distance or great amount, and some few shanars and others of the poorer classes buy small quantities to hawk about in the villages within about twenty miles of the salt pans; but all that is required for consumption at a distance is carried by bandies as above-mentioned. Query 9.

No foreign salt has hitherto been imported into this district, therefore the whole amount consumed is indigenous. The five years' average amount of net revenue, deducting all expenses, is 2,98,746r. 7p. Of the salt producing this revenue, about $\frac{9}{10}$ * was sold for consumption in this district, $\frac{1}{10}$ † being taken to Coimbatore and Madura.

As far as I have been able to judge from what I have seen of salt in different villages, there is no reason to believe that the salt is adulterated to any great extent by the dealers, though it is not so pure from sand and dirt as when sold at the pans. The estimated consumption of salt per head per annum will be reported hereafter.

No salt has been exported by sea from the district hitherto. Query 10.

Though occasionally, in the selling of the heaps of 10 garce each, there is a loss by wastage, yet, on the whole, there has, hitherto, invariably been a considerable gain, because the custom of the chowkeydars in receiving the salt is to heap the measures to give room for wastage, and prevent fault being found with them on that account. Strict orders have been given that the measurement of the salt, both when received and sold, be always conducted in one manner, viz., the mercals being struck evenly; but the chowkeydars are so fearful of a great decrease being the result, that they have not, hitherto, obeyed the order strictly. This is a natural consequence of the receipt and sale of salt by measurement for the same quantity will show different results with a little more or less shaking Query 11.

* 2,509 : 162 : 4.

† 289 : 362 : 4.

or force used in filling the measure, and there is room for any amount of fraud and irregularity, and the chowkeydars, knowing this, are fearful of any considerable wastage being laid to their charge, and therefore guard against it by receiving the salt with a full measure.

Query 12. The five years' average cost to Government of each garce is 15r. 2a. 5p.,* of which the following are the particulars:—

	R.	A.	P.
Coodewarum	10	0	0
Establishment	4	3	3
Maniems chargeable on the salt	0	10	0½
Extra charges of every description, such as maramut, repairs of huts, &c., saderwared, expense of prevention of smuggling, destroying spontaneous salt, &c.	0	5	0½

Query 13. This depends very much upon the nature of the soil where the salt is made; as, for instance, at Vypaur and other of the northern salt pans, salt is produced with great facility and rapidity and in great quantities; whereas, in the three southern pans it is produced with difficulty, and in very small quantities, and, consequently, at a much greater expense. Even at Munjuncolun, not by any means a bad salt pan, near Vypaur, in the northern part of the district, it takes the ryots about twice the time and trouble, and consequent expense, to produce salt, when compared with Vypaur, the water and soil not being impregnated with salt as at Vypaur. This difference is shown in the price paid for the same extent of beds at the different pans, which is of course in rates to the profit to the ryot from the Government price of 10 rupees. I will endeavour to obtain information on this subject, but doubt much being able to learn anything very correct or trustworthy.

Query 14. The names of the places at which salt pans are situated in this district are as follows:—There are two near Coolatoor to the north, and about four miles inland, and but about two miles from each other. At the distance of about ten miles south, is the salt pan of Arasady, near the village of Davispoorum, on the coast about four miles north of Tutacorin; a mile and a-half south of Tutacorin is the Tutacorin salt pan, and, consequently, about five and a-half miles from Arasady; to the south of this, is the pan of Paliacoil, about nine miles from Tutacorin; further to the south is the Coilpatam salt pan, distance of seven miles from Paliacoil; and about seventeen miles further south is the Coolasagarapatam salt pan; next, to the south, is Coothunguly, distant about twenty miles, and Vissiavethee is at the distance of four miles from Coothunguly, and fourteen miles from Cape Comorin. These last have one chowkeydar to superintend the two.

The extent of ground occupied by each will be forwarded hereafter. The quantity produced hitherto by most of the salt pans has been limited by the estimate for the year, and therefore the real out-turn of the salt pans is not known except in the three southern salt pans, which are very unfavourably situated, and the estimate, though limited according to the power of production, is very seldom completed. The five years' average of produce† and sale‡ of these three pans is mentioned in the margin.§

It should, however, be remarked that, though the present situation of these pans is very unfavourable for the manufacture of salt, the ryots having their houses near, and being accustomed for several generations to make salt in those localities, are unwilling to remove to a better situation, though I have often spoken of the advantage to be gained by them by the change.

I have, &c.

F. S. Child, *Head Assistant-Collector of Tinnevelly.*

* So in original. † 325 gs. 76 m. ‡ 356 gs. 335 m.

§ The produce of these three pans not having increased, and the sale being greater than the produce, the stock in hand at the beginning of the five years has supplied the extra demand.

Appendix C.—No. 15.

No. 34.

To W. H. Bayley, Esq., Secretary to the Board of Revenue,
Fort St. George.

Collector's Cutcherry on Circuit, Agoombah,
Sir, *May* 1, 1854.

On resuming charge of the district I find that your Letter of the 6th inst. calls for immediate attention, and address myself to reply to it.

The salt pans of the district are situated on the shores of the back-waters, generally consisting of a mixture of alluvial mud and sand. Query 1.

The average produce amounts to 3,431 garce or 4,11,720 Indian maunds.

The pans at Nagerbyle and Byndoor have been carefully measured, and the area is found to be 238 acres. The produce of these amounts to 1,559 garce; calculating from these data, the area of the salt pans of the district may be estimated at 612 acres.

The position of the pans is shown in the map submitted* to the Board.

There is abundance of land in all parts of the district capable of producing salt, and on which salt was produced before the introduction of the monopoly: but, generally speaking, it improves in quality towards the north of the district. The amount of such lands cannot be stated.

The manufacturers† are the ordinary labourers of the country, who manufacture the salt on the same terms as the cultivation of the land of the district is carried on, under the proprietors of the pans, who have obtained the privilege of supplying the Government monopoly with a certain quantity of salt. The salt is delivered at the Government stores and paid for, at certain fixed rates ranging from 7 to 12 rupees per Madras garce. Query 2.

There is no earth salt in the district. A great deal of swamp salt is used in curing fish, and the permission to use it for this purpose has given rise to a great deal of fraud. I think that this permission was an error, and that if a monopoly is maintained no infringement of it should be allowed. Query 3.

The manufacture of earth salt in Mysore is very extensive, and, as it seriously influences the trade in sea salt, I beg to call the special attention of the Commissioner to it. I found that, in some of the central talooks of Mysore, the whole body of the population consume earth salt, known to be of unwholesome quality, because they cannot afford to purchase sea salt at its present price. A reduction of price and improved roads, now in progress, would, if operating conjointly, undoubtedly lead to a great extension of our salt trade.

The sea salt of this district is manufactured entirely by solar evaporation. The water is exposed first in a reservoir, and afterwards in shallow pans of beaten earth, to the sun's rays, and every evening the salt which has crystalized is collected on a wooden scoop, and heaped up at the common junction of four pans, to drain and dry. It is then conveyed to the yard in front of the Government stores, and there heaped. When it is considered to be sufficiently dry, it is measured and received into the Government store houses. It is there stored generally in bins or divisions, containing each ten garce. In the newest and improved store houses these bins, instead of being temporary, and made of bamboos and leaves, are made of planks, and on the post is a scale of feet and inches, the bin thus serving the purpose of a measure, and aiding the overseer in keeping a check on the measurers. Query 4.

The whole arrangement depends on the vigilance and honesty of the peons appointed to guard the pans and see that no salt is removed, on the activity of the overseer, and on the check afforded by the accounts of the quantity which the pans have generally yielded. That these fail to prevent smuggling is proved by the fact that the sales, in the neighbourhood of the pans, fall off in proportion to the advantages of the season for the production of salt.

Salt is never sold by weight. Query 5.

I have described above the mode of protecting the revenue. It consists in the endeavour made to ensure that all the salt manufactured shall be brought to the Government store houses. To this is to be added the Sea Customs' Query 6.

* Letter dated 20th March, 1851.

† See letter to Board of Revenue, dated 10th November, 1852.

establishment, and the establishment on the Goa frontier, to prevent the importation where prohibited, or to collect the duty upon it, where the importation has been legalized.

Query 7. A list* of the servants of the salt department is appended. They may be divided into those employed at the places of manufacture, and those employed at the places of sale. They may be classed as superintendents, accountants, measurers, and peons. The transport of the salt from the place of manufacture to that of sale is effected by contracts, fixed by public competition.

Query 8. Smuggling is extensively carried on in the north of the district, both across the Goa frontier and also by sea, especially in the neighbourhood of Sedashegur. This is proved by the fact that scarcely any salt is sold at the Government depôt, at Sedashegur. A great deal of salt is surreptitiously sold during the transport of salt to the sale depôts, and the deficiency accounted for as wastage.

Query 9. The inland salt trade is carried on by the dealers of the upper country, who bring down grain, and return with salt. It is purchased by the dealers directly from the Government cotays, and is received by them in a very pure state. It is one of the compensations for the monopoly that the salt is sold in a state of purity which will most probably be unknown if the trade passes into private hands. The quantity of salt consumed in the district and exported in land is shown below :—

		Average of 3 years.
Home consumption ..	Canara salt	1,561
	Goa salt imported	76
Inland export	Canara and Bombay salt	2,155
Ditto	Goa salt on payment of frontier duty ..	335

Computing the consumption per head by dividing the home consumption by the population, the result is 625½ tolas, or about 15½lbs. per head. This includes a very considerable quantity used in curing fish, for inland export, which it is impossible to ascertain correctly.

Query 10. No salt is exported from Canara by sea.

Query 11. The wastage account† of last year is herewith sent. The additional wastage upon a given amount of salt manufactured and bought can only be estimated by taking a long period, and supposing the amount in store, at the beginning and end of the season, to be about the same, ascertaining the difference between the quantity purchased and that sold in the interval. This has been done and the account‡ is appended. It shows the wastage to be 10 per cent. This occurs, 1st, in the store; 2nd, in the transport, and 3rd, in the sale store-houses.

The result above given is the average on all the salt manufactured and bought.

Query 12. A statement of the several items of the cost of salt to Government is appended :—

	Cost per Garce on the whole quantity, including Wastage.	Particulars.		
		On Bombay Salt.	On Goa and Kurrachee Salt.	On the Salt manufactured in Canara.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Net purchase price	16 2 10¼	23 0 6	21 7 11	11 5 5
Beriz on salt pans	2 4 9½	..	..	4 1 10
Fixed establishment ..	3 5 2½	0 9 7	4 2 8	4 2 8
Saderwared	0 1 2	0 0 5¼	0 1 5	0 1 5
Extra establishment ..	0 7 9¾	0 3 6¼	0 9 1½	0 9 1½
Pattemar and boat freight ..	2 13 3	1 10 6	..	4 5 9
Repairs of cotays, &c. ..	0 11 2	0 3 9½	0 13 5½	0 13 5½
Total	25 14 3	25 12 4	27 2 7	25 7 8

Query 13. I believe that salt could be manufactured for about 5 rupees per garce, if the manufacture were entirely free, and that this is about the cost at which it is manufactured in the Goa territory.

Query 14. *Vide* the map.

Query 15. Salt is imported from Bombay for the use of the monopoly, and from Goa (by land only) on payment of duty.

* No. 1. † No. 2. ‡ No. 3.

The frontier duty on Goa salt, for the last 3 years, has been as follows:—

STATEMENT showing the quantity of Salt imported from Goa, and the Duty collected thereon, for Fuslies 1260-61 and 1262.

Names of the Chowkeys.	Quantity of Salt in Bengal Maunds and the amount of duty.					
	Fusly 1260.		Fusly 1261.		Fusly 1262.	
	I.Mnds.	Rs.	I.Mnds.	Rs.	I.Mnds.	Rs.
Dokarpah	9,903	7,427	9,217	6,913	12,395	9,296
Koondal	3,265	2,449	5,184	3,888	5,094	3,821
Dighy	12,040	9,030	17,389	13,042	22,319	16,739
Koovessy	11,160	8,371	11,791	8,844	24,189	18,144
Thinsey	3,397	2,548	693	519	150	113
Majally	..	..	..	..	..	..
Total	39,765	29,825	44,274	33,206	64,147	48,113

The following is a list of the prices at which Bombay salt has been purchased, during the past five years.

	Average price per garce.		
	Rs.	A.	P.
Fusly 1259	26	15	6
„ 1260	19	4	0
„ 1261	22	0	10
„ 1262	24	15	3
„ 1263	21	9	1

The subjects above alluded to have been dwelt on more fully in my letters of the 30th of September and the 3rd of December, 1851, and the 10th of November, 1852.

I beg to add that it has much surprised me to find that the removal of the prohibition on the import of Arabian and Bombay salt has not led to the introduction of a particle of salt from either place by private dealers. The merchants say that the payment of the duty in advance is too onerous for them to undertake the trade; but, as this duty is paid on the Goa frontier, and does not there prevent a brisk trade, I think that the fact above stated proves that, on the coast, the monopoly is conducted almost as cheaply as the private trade could be carried on. I had thought that the difference between rupees 90, the duty on a garce of salt, and 120, the Government selling price, was sufficient to leave room for a large profit; but it is evidently not very large or private parties would have hastened to import on their own account.

But still the evil of the monopoly is great, in as much as it enhances the cost, and limits the sphere of the home manufacture. The salt sold in the south of the district is burdened with the cost of transport from the north, when it could, probably, be made close to the place of sale, and we have the example of Bombay in favour of a system of excise.

F. N. Maltby,
Collector of Canara.

Enclosure No. 1.

LIST of Servants employed in the Salt Department in the Zillah of Canara.

Talook.	Names of Thannas.	Moottusuddies and Moniagars, or Superintendents.		Sheristadars and Goomastahs or Accountants.		Shroffs.		Duffadars and Peons.		Measurers.		Total Establishment.		Remarks, showing the Duties performed by each Class of Servants.
		No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	No.	Monthly Pay.	
			Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.		Rs. A.	
Hoozoor Collector's Office		..	..	2	40 8	..	..	..	..	..	..	2	40 8	These servants are employed in examining the accounts of the manufacture and sales of salt received from the talooks and preparing the periodical accounts kept in the Collector's office, and such as are furnished to the Presidency.
MANUFACTURING PLACES.														
Gundapoor	Annagally	1	24 8	2	19 4	1	7 0	7	28 0	2	9 0	13	87 12	In these stations salt is both manufactured and sold.
	Woderhobly	1	14 0	1	8 12	..	..	3	12 0	2	9 0	7	43 12	The moottusuddies and moniagars superintend the manufacture, distribution, and sales, and keep a general control in their respective divisions in guarding against smuggling, and protecting the revenue.
	Harnaad	1	14 0	2	14 0	..	..	8	32 0	2	9 0	13	69 0	
	Byndoor	1	14 0	3	18 0	..	..	10	40 0	2	9 0	16	81 0	
Honore	Coomta	1	21 0	2	16 8	1	7 0	8	32 0	3	13 8	15	90 0	The 2nd class of servants (sheristadars and goomastahs) are employed in keeping the prescribed accounts of manufacture and sales, and assisting the superintendents in their general duties.
	Shirally Bhateul	1	14 0	2	14 0	..	..	8	32 0	3	13 8	14	73 8	
	Byloor	..	..	1	7 0	..	..	3	12 0	1	4 8	5	23 8	
Ankola	Magurbyle or Sanckutta	1	40 0	4	59 0	1	7 0	21	88 0	5	25 0	32	219 0	Shroffs are employed for examining the money received on the sale of salt where the collections are in any way considerable.
		7	141 8	17	156 8	3	21 0	68	276 0	20	92 8	115	637 8	
SELLING DEPÔTS.														The peons are employed in watching the salt manufactured and stored, guarding against smuggling, and in aiding in the protection of the monopoly. The measurers, besides attending to their duties of measuring salt, assist the peons in their watches, &c.
Mangalore	Cusbah Thannah	1	35 0	2	22 0	1	7 0	11	57 0	2	12 0	17	133 0	
	Moolky	1	14 0	1	9 0	..	..	5	20 0	1	4 8	8	47 8	
Bekul	Munjaseer	1	7 0	..	..	..	..	5	20 0	1	4 8	7	31 8	
	Coombla	..	..	1	6 0	..	..	2	8 0	1	4 8	4	18 8	
	Cassergode	..	..	1	6 0	..	..	1	4 0	1	5 0	3	15 0	
	Neelashwar	1	10 0	1	6 0	..	..	3	12 0	..	..	5	28 0	
Buntwal	Cusbah Thannah	1	40 0	2	22 0	1	7 0	7	31 8	2	9 0	13	109 8	These are the selling depôts. The servants in them are employed in receiving and storing the salt brought from the manufacturing places, attending to their sales, and in the general duty of protecting the monopoly. In the Cusbah Thanna of the Mangalore Talook the servants have also to attend to the receipt and dispatch of Bombay salt for the depôts in the Buntwal Talook.
	Pane Mangalore	1	20 0	1	7 0	1	7 0	4	16 0	2	9 0	9	59 0	
Oodipy	Oodiawer	..	..	1	9 0	..	..	4	16 0	1	4 8	6	29 8	
	Caup	..	..	1	8 12	..	..	3	12 0	..	..	4	20 12	
Barcoor	Mabukol	1	10 0	1	7 0	1	5 0	3	12 0	2	8 0	8	42 0	
	Bajeh	1	10 0	1	5 0	..	..	5	20 0	1	4 0	8	39 0	
Gundapoor	Hallady	1	14 0	1	7 0	1	5 0	8	32 0	1	4 0	12	62 0	
	Wondseh	1	10 0	1	5 0	..	..	5	20 0	1	4 0	8	39 0	
Honore	Gairsoppa	1	10 0	1	7 0	1	5 0	7	28 0	2	8 8	12	58 8	
	Honore	..	..	1	7 0	..	..	2	8 0	1	4 8	4	19 8	
Ankola	Cusbah Thanna	..	..	..	..	1	5 0	3	13 0	1	3 8	5	21 8	
	Sedashigur	..	..	..	..	..	..	2	8 0	..	..	2	8 0	
	Katigul	1	30 0	2	22 0	1	10 0	9	40 0	4	20 0	17	122 0	
		12	210 0	19	155 12	8	51 0	89	377 8	24	109 8	152	903 12	
	Total Salt Establishment ..	19	351 8	38	352 12	11	72 0	157	653 8	44	202 0	269	1,631 12	Per Annum, Rs. 19,581.

May 1, 1854.

C. F. CHAMIER, *Head Assistant Collector.*

Enclosure No. 2.

STATEMENT showing the Wastage increased on Salt in the District of Canara, for Fusly $\frac{1262}{1852\text{-}53}$.

Talooks.	Names of the Thannas and Cotaurs, or Depôts.		Fusly in which stored.	Quantity stored. In each Fusly.	Quantity stored. Total.	Quantity sold.	Wastage. Amount of Wastage.	Wastage. Percentage	Percentage of the wastage per each contr. fixed by the Collector as per paragraph 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this percentage.	Wastage allowable. Quantity measured by Mercal of larger capacity, authorized by Order of Board, dated May 19, 1851.	Wastage allowable. Difference or loss allowable on this quantity at 4 per cent.	Wastage allowable. Total Columns 10 and 12.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average purchase Cost.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average of selling Monopoly Prices.	Explanation of the cause of Wastage.
1	2 Thannas.	Depôts.	3	4 I.Mds. S. T.	5 I.Mds. S. T.	6 I.Mds. S. T.	7 I.Mds. S. T.	8	9	10 I.Mds. S. T.	11 I.Mds. S. T.	12 I.Mds. S. T.	13 I.Mds. S. T.	14 Rs. A. P.	15 Rs. A. P.	16
Manga-lore.	Mangalore..	1st ..	1261	..	15,573 15 30	15,480 27 30	92 28 0	$2\frac{12}{16}$		389 4 60	..	..	389 4 60			
		2nd ..	1262	..	13,280 4 0	13,220 4 0	60 0 0	$\frac{7}{16}$		331 38 0	..	..	331 38 0			
	Moolky Bapaud ..	2nd ..	1261	..	15,932 4 0	15,345 0 0	587 4 0	$3\frac{11}{16}$	..	398 16 0	6,437 28 0	257 16 0	655 32 0			
Bekul.	Munjeshwar ..	1st	1261	4,947 36 0												
			1262	2,134 32 0	7,082 28 0	6,935 28 0	147 0 0	$2\frac{1}{16}$	..	177 1 $62\frac{1}{2}$	1,966 8 0	78 25 70	255 27 $52\frac{1}{2}$			
	Coombala	1st ..	1261	..	7,187 28 0	6,805 20 0	382 8 0	$5\frac{5}{16}$	..	179 27 65	4,839 0 0	193 22 35	373 10 20			
	Cassergode ..	1st ..	1261	..	10,801 24 55	10,497 12 0	304 12 55	$2\frac{13}{16}$	..	270 1 40	603 12 0	24 5 20	294 6 10			
		2nd ..	1261	..	8,688 38 20	8,493 12 0	195 26 20	$2\frac{5}{16}$	..	217 8 0	1,020 24 0	40 32 0	258 0 0			
	Neileshwar ..	1st ..	1261	..	4,470 12 0	4,221 0 0	249 12 0	$5\frac{9}{16}$	..	111 13 0	3,420 0 0	136 32 0	248 22 0			
Buntwal.	Buntwal	1st	1261	27,106 32 0												
			1262	21,090 33 0	48,197 25 0	47,466 0 0	731 25 0	$1\frac{8}{16}$	..	1,204 37 35	..	..	1,204 37 35			
		2nd	1261	5,299 20 0												
			1262	35,052 4 40	40,351 24 40	39,750 0 0	601 24 40	$1\frac{8}{16}$	..	1,008 31 40	..	..	1,008 31 40			
		3rd	1261	19,429 20 0												
			1262	8,762 16 0	28,191 36 0	27,303 0 0	888 36 0	$3\frac{3}{16}$	..	704 31 60	16,393 32 0	655 29 10	1,360 21 70			
		4th	1261	3,613 20 0												
			1262	8,014 20 0	11,628 0 0	11,455 32 0	172 8 0	$1\frac{8}{16}$	..	290 28 0	..	..	290 28 0			
		5th	1261	1,164 12 0												
			1262	6,131 16 0	7,295 28 0	7,135 32 0	159 36 0	$2\frac{2}{16}$	..	182 16 45	..	..	182 16 45			
	Pane Mangalore ..	1st ..	1262	..	27,430 32 0	27,177 0 0	159 0 0	$\frac{15}{16}$	..	685 30 55	..	..	685 30 55			
		2nd ..	1262	..	4,800 0 0	4,705 32 0	94 8 0	$1\frac{15}{16}$	..	120 0 0	..	..	120 0 0			
Oodipy.	Oodiawer	1st	1261	2,502 0 0												
			1262	1,149 1 40	3,651 1 40	3,549 25 40	101 16 0	$2\frac{3}{16}$	..	91 11 0	..	..	91 11 0			
	Caup	1st	1261	2,937 36 0												
			1262	1,373 4 0	4,311 0 0	4,171 20 0	139 20 0	$3\frac{4}{16}$	..	107 31 0	..	..	107 31 0			

Enclosure No. 2—*continued.*

Talooks.	Names of the Thannas and Cotaurs, or Depôts.		Fusly in which stored.	Quantity stored. In each Fusly.	Quantity stored. Total.	Quantity sold.	Wastage. Amount of Wastage.	Wastage. Percentage	Percentage of the wastage per each cotaur, fixed by the Collector as per paragraph 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this percentage.	Wastage allowable. Quantity measured by Measure of larger capacity, authorized by Order of Board, dated May 19, 1851.	Wastage allowable. Difference or loss allowable on this quantity at 4 per cent.	Wastage allowable. Total Columns 10 and 12.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average purchase Cost.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average of selling Monopoly Prices.	Explanation of the cause of Wastage.
1	2		3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Thannas.	Depôts.		I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.			I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	Rs. A. P.	Rs. A. P.	
Barcoor.	Mahoolkul	1st ..	1261	..	3,305 28 0	3,159 30 0	145 38 0	$4\frac{7}{16}$	..	82 20 0	645 0 0	25 32 0	108 12 0			
	Bajeh	1st	1261	4,865 4 0												
			1262	1,054 8 0												
					5,919 12 0	5,790 24 0	128 28 0	$2\frac{3}{16}$	..	147 39 15	..	..	147 39 35			
		2nd ..	1262	..	260 4 0	248 28 0	11 16 0	$4\frac{6}{16}$	..	6 12 75	..	..	6 12 75			
		3rd	1261	663 0 0												
			1262	11,248 21 40												
					11,911 21 40	11,712 36 0	198 25 40	$1\frac{11}{16}$	..	297 31 40	..	..	297 31 40			
		4th ..	1262	..	8,044 32 0	7,930 32 0	114 0 0	$1\frac{6}{16}$	..	201 4 55	..	..	201 4 55			
Condapoor.	Hungally .. Merdy	3rd ..	1260	..	3,600 0 0	3,318 36 0	281 4 0	$7\frac{13}{16}$	5	180 0 0	3,318 36 0	132 28 70	312 28 70			
		4th ..	1261	..	2,873 4 0	2,570 28 0	302 16 0	$10\frac{7}{16}$	..	143 26 40	..	..	143 26 40			
	Woderhobly { Arabet	1st ..	1260	..	1,200 0 0	1,050 24 0	149 16 0	$12\frac{1}{2}$	..	60 0 0	1,050 24 0	42 0 75	102 0 75			
	Adeebet ..	..	1260	..	3,800 10 0	3,253 32 0	546 18 0	$16\frac{13}{16}$	..	190 0 40	3,253 32 0	130 5 0	320 5 40			
	Harnad { Chelummucky	1st	1260	779 28 0												
			1261	486 36 0												
					1,266 24 0	1,149 12 0	117 12 0	$9\frac{4}{16}$	..	63 13 10	723 0 0	28 36 35	92 9 65			
		2nd ..	1261	..	1,332 37 40	1,189 20 0	143 17 40	$10\frac{1}{4}$	..	66 25 70	..	..	66 25 70			
	Elloor		1260	..	426 24 0	404 28 0	21 36 0	$5\frac{2}{16}$	..	21 12 0	..	..	21 12 0			
	Bindoor .. { 1st		1261	..	6,553 8 0	5,835 0 0	718 8 0	$11\frac{4}{16}$	..	327 30 0	..	..	327 30 0			
	Bellibachel	..	1261	..	1,306 20 0	1,164 24 0	141 36 0	11	..	65 10 0	..	..	65 10 0			
		1st ..	1261	..	3,832 20 0	3,731 16 0	101 4 0	$2\frac{10}{16}$	$2\frac{1}{2}$	95 32 40	..	..	95 32 40			
	Hallady	2nd	1261	9,959 16 0												
			1262	12,076 20 0												
					22,035 36 0	21,477 0 0	558 36 0	$2\frac{2}{16}$	..	550 35 0	543 36 0	21 30 0	572 25 0			
		3rd ..	1262	..	9,120 12 0	8,895 36 0	224 16 0	$2\frac{7}{16}$	..	228 0 0	..	..	228 0 0			
	Wondseh	1st	1261	5,273 4 0												
			1262	5,793 36 0												
					11,067 0 0	10,747 32 0	319 8 0	$2\frac{14}{16}$	..	276 26 20	..	..	276 26 20			
		2nd	1261	1,324 8 0												
			1262	6,195 36 0												
					7,520 4 0	7,342 32 0	177 12 0	$2\frac{6}{16}$	..	187 38 60	..	..	187 38 60			
	Comta . Ooter		1261	..	1,308 12 0	1,143 0 0	165 12 0	$12\frac{14}{16}$	5	65 16 0	..	..	65 16 0			
	Kulbug		1261	..	4,489 32 0	4,006 8 0	483 24 0	$11\frac{9}{16}$	..	223 32 0	..	..	223 32 0			
	Pullyagur .		1260	1,200 24 0												
			1261	1,388 16 0												
					2,589 0 0	2,321 28 0	267 12 0	$10\frac{11}{16}$	..	129 12 0	..	..	129 12 0			
	Aloykooy		1261	..	2,052 32 0	1,854 24 0	199 8 0	$9\frac{12}{16}$	..	102 12 0	..	..	102 12 0			
	Goortagur .		1260	2,400 36 0												
			1261	265 8 0												
					2,666 4 0	2,261 16 0	404 28 0	$15\frac{1}{16}$	..	132 20 0	..	..	132 20 0			

Enclosure No. 2.—*continued.*

Talooks.	Names of the Thannas and Cotaurs, or Depôts.			Fusly in which stored.	Quantity stored. In each Fusly. I.Mds. S. T.	Quantity stored. Total. I.Mds. S. T.	Quantity sold. I.Mds. S. T.	Wastage. Amount of Wastage. I.Mds. S. T.	Wastage. Percentage	Percentage of the wastage per each cotaur, fixed by the Collector as per paragraph 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this percentage. I.Mds. S. T.	Wastage allowable. Quantity measured by Mercal of larger capacity, authorized by Order of Board, dated May 19, 1851. I.Mds. S. T.	Wastage allowable. Difference or loss allowable on this quantity at 4 per cent. I.Mds. S. T.	Wastage allowable. Total Columns 10 and 12. I.Mds. S. T.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average purchase Price. R. A. P.	Value of Salt lost by Wastage, Cols. 10 & 12. At the average of selling Monopoly Prices. R. A. P.	Explanation of the cause of Wastage.
1	2 Thannas.	Depôts.		3	4	5	6	7	8	9	10	11	12	13	14	15	16
Honore	Scerally Bhateul	Moondvally	1st	1261	..	4,606 32 0	4,186 8 0	420 24 0	$9\frac{4}{16}$	..	190 8 0	..	..	190 8 0			
			3rd	1260	..	1,200 36 0	1,063 8 0	137 28 0	$11\frac{8}{16}$	..	60 0 0	..	..	60 0 0			
		Rampal		1261	..	1,641 12 0	1,511 28 0	129 24 0	8	..	63 36 0	..	..	63 36 0			
	Byloor ..	Sunnagar ..		1260	1,220 16 0												
				1261	920 28 0												
						2,141 4 0	1,963 20 0	177 24 0	$8\frac{7}{16}$	..	85 32 0	..	..	85 32 0			
	Gairsoppa	Duxan ..		1261	2,400 0 0												
				1262	6,484 20 0												
						8,884 20 0	8,546 4 0	338 16 0	$3\frac{13}{16}$	$2\frac{1}{2}$	222 0 0	..	..	222 0 0			
		Ootra	1st	1261	1,339 20 0												
				1262	7,486 8 0												
						8,825 28 0	8,582 4 0	243 24 0	$2\frac{13}{16}$	..	221 25 0	..	..	221 25 0			
			2nd	1261	8,230 8 0												
				1262	3,437 16 0												
						11,667 24 0	11,164 32 0	502 32 0	$4\frac{5}{16}$	..	291 24 0	..	..	291 24 0			
	Honore ..	Honore ..		1261	3,788 16 0												
				1262	5,315 16 0												
						9,103 32 0	8,619 36 0	483 36 0	$5\frac{8}{16}$	..	227 16 0	..	..	227 16 0			
Ankola	Nuggerbyle	Hoolverch ..		1260	..	615 0 0	606 12 0	8 28 0	$1\frac{8}{16}$	5	30 24 0	..	..	30 24 0			
		Musty		1260	..	660 0 0	649 8 0	10 32 0	$1\frac{10}{16}$	..	33 0 0	..	..	33 0 0			
		—— ..	2nd	1261	..	960 0 0	940 32 0	19 8 0	2	..	48 0 0	..	..	48 0 0			
		—— ..	8th	1261	..	1,198 20 0	1,187 28 0	10 32 0	$0\frac{15}{16}$	..	60 0 0	..	..	60 0 0			
		Burghy	2nd	1260	..	802 20 0	763 20 0	39 0 0	$4\frac{14}{16}$	..	41 4 0	..	..	41 4 0			
	Ankola		2nd	1260	1,380 39 0												
				1261	1,138 8 0												
						2,519 7 0	2,336 16 0	182 31 0	$7\frac{4}{16}$	$2\frac{1}{2}$	126 0 0	..	..	126 0 0			
	Sedashegur ..	Aumany ..		1261	..	1,445 23 40	1,353 19 40	92 4 0	$6\frac{8}{16}$	..	36 0 0	..	..	36 0 0			
	Kutegal ..		1st	1261	6,090 24 0												
				1262	38,705 16 0												
						44,796 0 0	44,169 0 0	627 0 0	$1\frac{7}{16}$	..	1,119 24 0	..	..	1,119 24 0			
			2nd	1261	12,132 0 0												
				1262	4,972 20 0												
						17,104 20 0	16,601 4 0	503 16 0	$2\frac{14}{16}$	..	427 32 0	..	..	427 32 0			
			3rd	1261	..	12,073 8 0	11,615 28 0	457 20 0	$3\frac{13}{16}$	..	301 32 0	..	..	301 32 0			
	Total				..	5,07,604 4 65	4,92,135 18 30	15,468 26 35	$3\frac{1}{16}$	..	13,905 13 $47\frac{1}{2}$	44,215 32 0	1,768 17 15	15,673 30 $62\frac{1}{2}$			

Enclosure No. 2.—*continued.*

Talooks.	Names of the Thannas and Cotaurs, or Depôts.		Fusly in which stored.	Quantity stored. In each Fusly.	Quantity stored. Total.	Quantity cleared for Transportation.	Wastage. Amount of Wastage.	Wastage. Percentage	Percentage of Wastage per each Cotaur, fixed by the Collector as per paragraph 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this percentage.	Wastage allowable. Quantity measured by Mercals of larger capacity, authorized by Order of Board, dated May 19, 1851.	Wastage allowable. Difference or loss allowable on this quantity at 4 per cent.	Wastage allowable. Total, Cols. 10 & 12.	Value of Salt lost, Cols. 10 & 12. At the average Purchase Price.	Value of Salt lost, Cols. 10 & 12. At the average selling Monopoly Prices.	Explanation of the cause of Wastage.
1	2		3	4	5	6	7	8	9	10	11	12	13	14	15	16	
	Thannas.	Depôts.		I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.			I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	R. A. P.	R. A. P.		
Cundapoor.	Hungally.	4th ..	1261	..	14,006 28 0	12,637 20 0	1,369 8 0	$9\frac{3}{4}$	5	700 12 40	..	..	700 12 40				
		Honenagur ..	1261	..	14,040 12 0	12,715 8 0	1,325 4 0	$9\frac{3}{16}$	..	702 0 0	..	..	702 0 0				
		Cundapoor ..	1261	1,046 16 0													
			1262	184 8 0													
					1,230 24 0	1,134 24 0	96 0 0	$7\frac{12}{16}$	..	61 23 0	..	..	61 23 0				
	Woderhobly	Arabet.... 1st	1261	..	13,523 1 0	11,988 12 0	1,534 29 0	$11\frac{6}{16}$	..	676 5 0	..	..	676 5 0				
		Adubet ..	1260	..	953 10 0	816 0 0	137 10 0	$14\frac{4}{16}$	..	47 26 40	816 0 0	32 25 0	80 11 40				
		Woderhobly ..	1261	..	5,016 36 0	4,420 8 0	596 28 0	$11\frac{13}{16}$	..	250 32 0	..	..	250 32 0				
		Deveragur ..	1261	..	5,794 20 0	5,207 16 0	587 4 0	$10\frac{2}{16}$	..	289 20 0	..	..	289 20 0				
	Harnad ..	Jallady ..	1261	..	5,733 12 0	5,161 32 0	571 20 0	10	..	286 26 45	..	..	286 26 45				
		Hemady ..	1261	..	4,558 32 0	4,000 8 0	558 24 0	$12\frac{1}{4}$	..	227 37 30	..	..	227 37 30				
		Chellum-mucky 1st.	1260	..	1,620 12 0	1,502 16 0	117 36 0	$7\frac{5}{16}$	..	81 0 45	1,502 16 0	60 3 60	141 4 25				
		Chellum-mucky 2nd.	1261	..	8,267 2 40	7,476 0 0	791 2 40	$9\frac{13}{16}$	..	413 14 10	..	..	413 14 10				
		Talloor.. ..	1261	..	6,571 32 0	5,895 0 0	676 32 0	$10\frac{6}{16}$	..	328 23 45	..	..	328 23 45				
	Byndoor		1261	..	3,046 32 0	2,684 16 0	362 16 0	12	..	152 16 0	..	..	152 16 0				
			1261	..	5,529 24 0	4,875 24 0	654 0 0	$11\frac{13}{16}$	..	276 36 0	..	..	276 36 0				
Honore.	Coomta ..	Ootar	1261	..	9,068 4 0	8,068 32 0	999 12 0	11	..	453 12 0	..	..	453 12 0				
		Kulbag ..	1261	..	1,597 20 0	1,428 0 0	169 20 0	$10\frac{12}{16}$	..	79 32 0	..	..	79 32 0				
		Kagul	1261	..	3,735 36 0	3,168 24 0	567 12 0	$15\frac{4}{16}$	..	186 36 0	..	..	186 36 0				
		Pulliyagur ..	1261	..	2,298 24 0	2,085 0 0	213 24 0	$9\frac{3}{16}$	..	114 36 0	..	..	114 36 0				
		Allavikody ..	1261	..	5,606 4 0	4,978 8 0	627 36 0	$11\frac{0}{16}$	..	280 20 0	..	..	280 20 0				
		Goortagur ..	1261	..	6,000 0 0	5,400 0 0	600 0 0	10	..	300 0 0	..	..	300 0 0				
	Sceraly Butkul	Moond-valy 1st.	1261	..	1,295 23 0	1,154 16 0	141 12 0	11	..	64 32 0	..	..	64 32 0				
		Moond-valy 3rd.	1261	..	4,605 0 0	4,080 24 0	524 16 0	$11\frac{1}{2}$	..	230 4 0	..	..	230 4 0				
		Ebaleh.. ..	1261	..	8,288 16 0	7,507 20 0	780 36 0	$9\frac{6}{16}$	..	414 24 0	..	..	414 24 0				
		Rampaul ..	1261	..	3,017 16 0	2,742 24 0	274 32 0	$9\frac{7}{16}$	..	150 36 0	..	..	150 36 0				
		Munjnataya ..	1261	..	18,120 0 0	16,398 24 0	1,721 16 0	$9\frac{5}{16}$	..	906 0 0	..	..	906 0 0				
		Wurdankully ..	1261	..	5,733 12 0	5,153 4 0	580 8 0	$10\frac{1}{16}$	..	286 20 0	..	..	286 20 0				
		Beerbal ..	1261	..	8,675 16 0	7,896 24 0	778 32 0	9	..	433 32 0	..	..	433 32 0				
	Byloor ..	Sunagar ..	1261	..	7,389 0 0	6,600 0 0	789 0 0	$10\frac{10}{16}$	..	367 8 0	..	..	367 8 0				

Enclosure No. 2.—*continued.*

Talooks.	Names of the Thannas and Cotaurs, or Depôts.	Fusly in which stored.	Quantity stored. In each Fusly.	Quantity stored. Total.	Quantity cleared for Transportation.	Wastage. Amount of Wastage.	Wastage. Percentage	Percentage of Wastage per each Cotaur, fixed by the Collector as per paragraph 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this per centage.	Wastage allowable. Quantity measured by Mercals of larger capacity, authorized by Order of Board, dated May 19, 1851	Wastage allowable. Difference or loss allowable on the quantity at 4 per cent.	Wastage allowable. Total, Cols. 10 & 12.	Value of Salt lost, Cols. 10 & 12. At the average Purchase Price.	Value of Salt lost, Cols. 10 & 12. At the average selling Monopoly Prices.	Explanation of the cause of Wastage.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Thannas. Depôts.		I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.			I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	Rs. A. P.	Rs. A. P.	
Ankola.	Hoolverch ..	1260	..	12,000 0 0	10,189 8 0	1,810 32 0	$15\frac{2}{10}$	5	600 0 0	10,189 8 0	407 22 0	1,007 22 0			
	Musty	1260	..	10,860 0 0	8,436 0 0	2,424 0 0	$22\frac{5}{10}$	..	543 0 0	8,436 0 0	337 8 0	880 8 0			
	1st ..	1261	..	12,000 0 0	10,762 8 0	1,237 32 0	$10\frac{5}{10}$	..	600 0 0	..	..	600 0 0			
	2nd ..	1261	..	12,000 0 0	10,907 28 0	1,092 12 0	$9\frac{2}{10}$	..	600 0 0	..	..	600 0 0			
	5th ..	1261	..	13,560 0 0	11,827 8 0	1,732 32 0	$12\frac{13}{16}$	..	678 0 0	..	..	678 0 0			
	6th ..	1261	..	14,280 0 0	12,544 20 0	1,735 20 0	$12\frac{3}{16}$	..	714 0 0	..	..	714 0 0			
	8th ..	1261	..	14,400 0 0	12,093 12 0	2,306 28 0	16	..	720 0 0	..	..	720 0 0			
Nuggerbyle	Hunchully ..	1261	..	14,586 36 0	12,613 8 0	1,973 28 0	$13\frac{6}{16}$	..	729 15 0	..	..	729 15 0			
	Nukerekeh ..	1261	..	12,390 24 0	10,036 32 0	23,053 32 0	19	..	619 23 0	..	..	619 23 0			
	Torkeh	1261	..	14,412 0 0	11,601 12 0	2,810 28 0	$19\frac{3}{16}$	..	720 24 0	..	..	720 24 0			
	Melehuch ..	1261	..	10,896 0 0	8,617 8 0	2,278 32 0	$20\frac{1}{16}$	..	544 32 0	..	..	544 32 0			
	Kudmeh	1261	..	14,403 0 0	11,614 20 0	2,788 20 0	$19\frac{0}{16}$	..	720 6 0	..	..	720 6 0			
	Egerah	1261	..	14,394 0 0	12,076 32 0	2,317 8 0	$16\frac{1}{16}$	..	719 28 0	..	..	719 28 0			
	Luxmy	1261	..	13,080 12 0	11,396 4 0	1,684 8 0	$12\frac{4}{16}$	..	654 0 0	..	..	654 0 0			
	Burghy .. 2nd ..	1261	..	11,706 24 0	10,005 36 0	1,700 28 0	$14\frac{1}{2}$	..	585 12 0	..	..	585 12 0			
	Total		..	3,70,292 29 40	3,21,898 20 0	48,394 9 40	$13\frac{1}{16}$	..	18,512 25 15	20,943 24 0	837 18 60	19,350 3 75			
			Quantity shipped for Transportation.		Quantity Delivered.										
Buntwal, Bekul, Mangalore.	Mangalore.. .. 1st ..	1262	..	33,180 0 0	30,858 8 0	3,094 32 0	$9\frac{6}{10}$	5	1,659 0 0	..	..	1,659 0 0			
	2nd ..	1262	..	14,730 0 0	13,279 32 0	1,450 8 0	$9\frac{14}{16}$	..	736 20 0	..	..	736 20 0			
	Moolky-Bapnad .. 2nd ..	1262	..	7,560 0 0	6,951 12 0	608 28 0	$8\frac{1}{16}$	..	378 0 0	..	..	378 0 0			
	Manjeshwar .. 1st ..	1262	..	8,280 0 0	7,580 28 0	699 12 0	$8\frac{7}{10}$	..	414 0 0	..	..	414 0 0			
	Coomla .. .. 1st ..	1262	..	7,200 0 0	6,759 12 0	440 28 0	$6\frac{2}{16}$	..	360 0 0	..	..	360 0 0			
	Cassergode .. 1st ..	1262	..	7,200 0 0	6,747 36 0	452 4 0	$6\frac{3}{16}$	..	360 0 0	..	..	360 0 0			
	Nelleishwur	1262	..	4,800 0 0	4,399 32 0	400 8 0	$8\frac{0}{10}$	$7\frac{1}{2}$	360 0 0	..	..	360 0 0			
Buntwal	Bombay Salt 1st ..	1262	..	21,326 28 0	21,085 32 0	240 36 0	$1\frac{2}{16}$	1	212 28 0	..	..	212 28 0			
	Do. do. 2nd ..	1262	..	43,564 8 0	43,086 24 0	477 24 0	$1\frac{1}{16}$	1	435 24 0	..	..	435 24 0			
	Home do. 3rd ..	1262	..	9,540 0 0	8,762 16 0	777 24 0	$8\frac{1}{16}$	6	572 16 0	..	..	572 16 0			
	Do. do. 4th ..	1262	..	8,640 0 0	8,014 20 0	625 20 0	$7\frac{1}{16}$	6	518 16 0	..	..	518 16 0			
	Do. do. 5th ..	1262	..	6,720 0 0	6,131 16 0	588 24 0	$8\frac{13}{16}$	..	403 8 0	..	..	403 8 0			

Enclosure No. 2—*continued.*

Taluks.	Cotaurs, or Depôts.	Fusly in which stored.	Quantity shipped for Transportation. In each Fasly.	Quantity shipped for Transportation. Total.	Quantity delivered.	Wastage. Amount of Wastage.	Wastage. Percentage	Percentage of Wastage fixed for each Cotaur, fixed by the Collector as per para 16 of the Salt Rules.	Wastage allowable. Amount of Wastage according to this percentage.	Wastage allowable. Quantity measured by Mercals of larger capacity, authorized by Orders of Board, dated May 19, 1851.	Wastage allowable. Difference or less allowable on this quantity at 4 per cent.	Wastage allowable. Total, Cols. 10 & 12.	Value of Salt lost, Cols. 10 & 12. At the average Purchase Prices.	Value of Salt lost, Cols. 10 & 12. At the average selling Monopoly Prices.	Explanation of the cause of Wastage.
1	2	3	4		6	7	8	9	10	11	12	13	14	15	16
	Thannas. Depôts.		I.Mds. S. T.	I.Mds. S. T.	I.Mns. S. T.	I.Mds. S. T.			I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	I.Mds. S. T.	R. A. P.	R. A. P.	
Bar-coor.	Pane Mangalore. Bombay Salt	1262	..	38,066 28 0	37,688 28 0	378 0 0	1	1	380 28 0	..	..	380 28 0			
	Home do.	1262	..	6,480 0 0	5,789 4 0	690 36 0	$10\frac{1}{10}$	6	388 32 0	..	..	388 32 0			
	Bombay do. 1st.	1262	..	12,150 36 0	12,000 0 0	150 36 0	$1\frac{4}{10}$	1	121 20 0	..	..	121 20 0			
	Bombay do. 2nd.	1262	..	6,000 0 0	5,349 0 0	651 0 0	$10\frac{14}{16}$	5	300 0 0	..	..	300 0 0			
Oodeir.	Oodeawer .. .. 1st.	1262	..	6,000 0 0	5,448 0 0	552 0 0	$9\frac{4}{16}$	..	300 0 0	..	..	300 0 0			
	Caup .. .. .. 2nd.	1262	..	6,000 0 0	5,457 36 0	542 4 0	9	..	300 0 0	..	..	300 0 0			
	Mahbokul .. .. 1st.	1262	..	4,560 0 0	4,033 32 0	526 8 0	$11\frac{9}{16}$	$7\frac{1}{2}$	342 0 0	..	..	342 0 0			
	Bajch .. .. .. 1st.	1262	..	276 0 0	260 4 0	15 36 0	6	..	20 28 0	..	..	20 28 0			
	Bajch .. .. .. 2nd.	1262	..	13,040 28 0	11,482 20 0	1,558 8 0	$11\frac{15}{16}$	..	977 28 0	..	..	977 28 0			
	Bajch .. .. .. 3rd.	1262	..	10,203 12 0	9,112 8 0	1,091 4 0	$10\frac{1}{16}$	..	768 24 0	..	..	768 24 0			
	Bajch .. .. .. 4th.	1262	..	12,285 24 0	11,800 8 0	485 16 0	$3\frac{15}{16}$	$2\frac{1}{2}$	307 5 60	..	..	307 5 60			
Cunda-poor.	Allady .. .. 1st.	1262	..	12,465 0 0	12,076 20 0	388 20 0	$3\frac{2}{16}$	..	311 25 0	..	..	311 25 0			
	Allady .. .. 2nd.	1262	..	9,554 16 0	9,120 12 0	434 4 0	$4\frac{9}{16}$	..	238 34 20	..	..	238 34 20			
	Allady .. .. 3rd.	1262	..	6,168 0 0	5,793 36 0	374 4 0	$6\frac{1}{16}$	..	154 8 0	..	..	154 8 0			
	Woondsch .. .. 1st.	1262	..	7,782 0 0	7,339 20 0	442 20 0	$5\frac{13}{16}$	..	194 22 0	..	..	194 22 0			
	Woondsch .. .. 2nd.	1262	..	8,037 0 0	7,507 8 0	529 32 0	$6\frac{9}{16}$	5	402 0 0	..	..	402 0 0			
Honore.	Gairsoppa Duxan ..	1262	..	7,990 20 0	7,486 8 0	504 12 0	$6\frac{5}{16}$	..	399 12 0	..	..	399 12 0			
	Gairsoppa Ootra .. 1st.	1262	..	6,184 20 0	5,837 16 0	347 4 0	$5\frac{10}{16}$	..	309 0 0	..	..	309 0 0			
	Gairsoppa Ootra .. 2nd.	1262	..	6,900 0 0	6,515 16 0	384 24 0	$5\frac{9}{16}$	..	345 0 0	..	..	345 0 0			
	Honore	1262	..	1,590 0 0	1,511 28 0	78 12 0	5	..	79 20 0	..	..	79 20 0			
Ankola.	Ankola-Luxeemy	1262	..	1,620 0 0	1,538 4 0	81 36 0	$5\frac{1}{16}$	..	81 0 0	..	..	81 0 0			
	Sedashegur-Aumanee ..	1262	..	47,052 24 0	45,551 16 0	1,501 8 0	$3\frac{1}{16}$	$2\frac{1}{2}$	1,176 12 0	..	..	1,176 12 0			
	Kutgul .. .. 1st.	1262	..	17,706 0 0	17,191 32 0	514 8 0	$2\frac{15}{16}$	..	442 32 0	..	..	442 32 0			
	Kutgul .. .. 2nd.	1262	..	12,510 0 0	12,134 16 0	375 24 0	3	..	312 24 0	..	..	312 24 0			
	Kutgul .. .. 3rd.	1262	..												
	Total		..	4,33,364 4 0	4,10,910 0 0	22,454 4 0	$5\frac{3}{16}$	..	15,060 27 0	..	..	15,060 27 0			
						Wastage from total Wreck of the Vessel.									
Buntwal.	Buntwal	1262	..	1,920 0 0	..	1,920 0 0	..	..	..	..	..	..			
Ankola	Ankola	1262	..	390 0 0	..	390 0 0	..	..	..	..	..	..			
	Total		..	2,310 0 0	..	2,310 0 0	..	..	..	..	..	..			

Enclosure No. 2.—*continued.*

Items.	Quantity Stored.	Quantity Sold.	Wastage.		Percentage of Wastage for each Cotaur fixed by the Collector as per Paragraph 16 of the Salt Rules.	Wastage Allowable.				Value of Salt Lost, Columns 7 & 9.		Explanation of the Cause of Wastage.
			Amount of Wastage.	Percentage.		Amount of Wastage according to this Percentage.	Quantity measured by Mercals of larger Capacity authorized by Orders of Board, dated 19th May, 1851.	Difference or Loss allowable on this quantity at 4 Per Cent.	Total Columns 7 & 9.	At the Average Purchase Prices.	At the Average Selling Monopoly Prices.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Abstract.	I. M. S. T.	I. M. S. T.	I. M. S. T.			I. M. S. T.	I. M. S. T.	I. M. S. T.	I. M. S. T.	R. A. P.	R. A. P.	
Wastage on Sales of Salt ..	5,07,604 4 65	4,92,135 18 30	15,468 26 35	$3\frac{1}{10}$	..	13,905 13 47½	44,215 32 0	1,768 17 15	15,673 30 62½	.. ..	.. ..	
Ditto on Salt Cleared for Transportation	3,70,292 29 40	Cleared— 3,21,898 20 0	48,394 9 40	$13\frac{1}{10}$	..	18,512 25 15	20,943 24 0	837 18 60	19,350 3 75	.. ..	.. ..	
Ditto on the Delivery of Salt into the several Depôts ..	Shipped— 4,33,364 4 0	Delivered— 4,10,910 0 0	22,454 4 0	$5\frac{3}{16}$	..	15,060 27 0	.. ..	.. ..	15,060 27 0	.. ..	.. ..	
Lost by Shipwreck	2,310 0 0	.. ..	2,310 0 0	100	..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	* Fusly— R. A. P. 1260 @ 12 13 $1\frac{3}{4}$ 1261 @ 13 8 $9\frac{5}{16}$ 1262 @ 13 15 $8\frac{1}{2}$
Total	13,13,570 38 25	12,24,943 38 30	88,626 39 75	$6\frac{3}{4}$	..	47,478 25 62½	65,159 16 0	2,605 35 75	50,084 21 57½	*10,017 3 9	88,627 0 0	

May 1, 1854.

C. F. Chamier,
Head Assistant-Collector.

Enclosure No. 3.

STATEMENT showing the per centage of Salt Wastage in the Canara district, upon an average of Ten Years.

Fuslies.	Quantity of Bombay and Goa Salt purchased.	Wastage upon ditto.	Quantity of Canara Salt purchased.	Wastage upon ditto.	Total Bombay, Goa, and Canara Salt purchased.	Total Wastage.
	Madras Garce.	Madras Garce.	Madras Garce.	Madras Garce.	Madras Garce.	Madras Garce.
1250	1,049	25	1,688	615	2,737	640
1253	1,529	37	3,424	326	4,953	363
1254	430	10	2,406	209	2,836	219
1255	1,495	37	3,651	389	5,146	426
1256	754	18	912	304	1,666	322
1257	2,602	65	1,728	346	4,330	411
1258	2,258	56	2,394	247	4,652	303
1259	2,605	65	3,408	177	6,013	242
1260	718	18	3,319	333	4,037	351
1261	998	25	3,380	451	4,378	476
Total ..	14,438	356	26,310	3,397	40,748	3,753
Average ..	1,443	35	26,310	340	4,074	375
Average per cent..	..	$2\frac{1}{2}$	..	13	..	10

May 1, 1854.

C. F. CHAMIER,
Head Assistant Collector.

Appendix C.—No. 16.

The Collector of Malabar to W. H. BAYLEY, ESQ., Secretary to the Board of Revenue, Fort St. George.

Sir, *Ponany, April* 21, 1854.

The Board will have seen from my letter of the 10th instant, No. 29, that their Circular of the 6th *idem* is, in the main, inapplicable to Malabar.

I give answers, however, to queries Nos. 5, 7, 8, 9, 10, 12, 15.

No. 5. Salt under the orders of Government and the Board, dated the 14th of September, 1839, and 18th of February, 1841, is to be sold by *weight* whenever the purchaser insists on it; but this is seldom the case, the process being as wearisome to the consumer as to the retailer; on this subject there was a very lengthened correspondence as entered in the margin.*

No. 7. The entire agency connected with the salt monopoly is as follows:—

There are salt agents at Cananore, Tellicherry, Calicut, Ponany, and Chow-

* From the Board of Revenue dated 22nd July, 1839.
To ,, ,, 31st ,, ,,
From ,, ,, 14th September, 1839.
To ,, ,, 22nd January, 1841.
From ,, ,, 29th April, 1844.
To ,, ,, 7th May, ,,
From ,, ,, 16th ,, ,,
To ,, ,, 23rd ,, ,,
From ,, ,, 13th January, 1845.

ghaut, whose duty it is to receive the salt which comes by sea, store and retail it. The whole are under the immediate orders and surveillance of the Collector.

	Per Month.	Per Annum.
6 Peishcars	239 0 0	2,868 0 0
11 Goomastahs	151 0 0	1,812 0 0
24 Peons	96 8 0	1,158 0 0
Rupees	486 8 0	5,838 0 0

The Bombay Pattimars in bringing down their salt, undoubtedly smuggle a good deal by selling it surreptitiously to the fishing boats which come off to them in unfrequented places. This practice is dwelt on by the Bombay Government in an inclosure* to their letter, dated the 20th of January, 1853. No. 8.

In view to check it, it has been determined that no greater allowance of "wastage" than 10 per cent. shall be allowed for any salt shipped from Bombay, all in excess of that, is to forfeit the duty deposited previous to shipment.

Some salt used to be smuggled by land from Cochin, but that has been pretty well put a stop to by the establishment of interior depôts at Ottapalom, Matoor, and Palghaut, where salt is sold by us at the Cochin prices, *vide* the correspondences given in the margin.†

The salt brought down from Bombay and stored in the Government depôts along the coast, as shown in answer 7, is sold to all comers, in quantities not less than a maund at Cananore, Tellicherry, Calicut and Ponany, and half a maund at Ottapalum, Palghaut, Matoor, Chowghaut, and Pandikaad. No. 9.

The amount of revenue derived is rs. 3,39,175, of which, rs. 2,32,391,‡ is supposed to be for salt consumed in the district, in distinction to salt carried through the district to the interior provinces, Mysore, Coimbatore, &c. The rate of consumption per head is $12\frac{1}{4}$ lbs., equal to $3\frac{1}{4}$ McLeod seers per annum.

The Bombay salt is on the whole pure, and liked especially by traders, as standing wear.

No salt is exported by sea, unless it be from the Government depôt at Tellicherry to Mahér, for the benefit of the French Government, who are allowed 1,140§ maunds at the price we pay for it. No. 10.

The average cost to Government of each garce of salt (for 10 years from Fusly 1252 to 1261) is rupees 28-9-6. No. 12.

The importers bear all charges attendant on the landing, carriage and measurement of salt supplied by them.

Salt at present is only imported into Malabar from Bombay. The quantity imported is 2,836 garces‖ per annum, and the revenue derived is rupees 2,47,662.¶ No. 15.

By extract of Minutes of Consultation, dated the 27th of September, 1853, No. 1,007, salt may be imported at 12 annas per Indian maund, from any place (Goa excepted) but hardly any one has, as yet, taken advantage of this permission. Some salt which came from Arabia in return Calicut ships, was sold by the owners on their own account. It was very white and taking in appearance, and, being in small quantity, sold at 20 annas per maund, in place of 16, the Government rate, to Europeans and rich natives. This is of course an exceptional trade. Fort St. George Gazette, dated 6th December, 1853. 839 maunds.

The general impression is, that the private dealer cannot import and sell salt at 1 rupee per Indian maund, if he has to pay 12 annas duty.

H. V. Conolly, *Collector of Malabar.*

* Report from officer in charge of office of Collectors of Land Revenue, dated 15th November, 1852.

† Letter to the Board of Revenue dated 22nd January, 1852.
From Ditto dated 18th March, 1852, with Minutes of Consultation, dated 9th *idem.*

‡ The average gross collection of ten years, from Fusly 1253 to 1262.

§ Average of ten years from Fusly 1253 to 1262.

‖ Average of ten years, from Fusly 1253 to 1262.

¶

Gross Collection	3,39,175
Charges	91,513
Net Revenue	2,47,662

Appendix C.—No. 17.

To W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir,

I have the honour to forward the accompanying paper containing my replies to the queries relating to the Salt Department, circulated under date the 6th instant.

I have, &c.

H. Stokes, *Acting Collector.*

Madras, 13th April, 1854.

Inclosure No. 1.

STATEMENT showing the quantity of Salt produced in each Village from Fuslies 1258 to 1262 both inclusive, and its average in the Collectorate of Madras.

Fuslies.	Attiput.	Ennore.	Cuttevanke.	Vullore.	Voyalore.	Vitchoor.	Total.
	Garces Ml.	Garces Ml.	Garces Ml.	Garces Ml.	Garces Ml.	Garces Ml.	Garces Ml.
1258	1,556 292	1,103 183	87 262	935 212	592 88	...	4,275 237
1259	1,858 294	1,045 208	124 185	1,028 32	928 383	...	4,985 302
1260	1,843 79	1,083 272	102 230	742 59	632 105	...	4,403 345
1261	1,968 64	1,095 135	121 85	873 136	642 33	...	4,700 53
1262	1,798 50	836 318	87 42	468 13	231 383	25 97	3,447 103
Total of Five Fuslies in Garces ...	9,024 379	5,164 316	523 4	4,047 52	3,027 192	25 97	21,812 240
Do. in Indian Maunds	10,82,993 28	6,19,774 32	62,761 8	4,85,655 24	3,63,297 24	3,029 4	26,17,512 0
Average of Five Fuslies in Garces	1,804 396	1,032 383	104 241	809 170	605 198	5 20	4,362 208
Do. in Indian Maunds	2,16,598 32	1,23,954 36	12,552 12	97,131 0	72,659 16	606 0	5,23,502 16

Inclosure No. 2.

Binding Agreement of the Salt Manufacture for Fusly 1263.

1. The manufacture of salt for the current Fusly 1263, being estimated at garce , we agree to manufacture salt of the same quality and colour which was scraped as muster salt on the 25th of January, specimens of which will be shown to us by the sircar officer at the pans.

2. If the salt be of inferior quality and colour to that of the specimens, you or your subordinate sircar servants can at once throw it into the water and destroy it, and we will replace, in its stead, other salt of proper quality and colour, corresponding with the specimens. It should always be scraped whilst there is water in the beds so that it may be pure, and the condam should always contain sufficient water.

3. We agree to manufacture salt at the rate per pan marginally specified,*

Village.	Garce per pan.		Coodewarum.
	Old.	New.	
* Attiput	6	3	10
Ennore	6	3	10
Vulloor	6	3	10
Poorthewauk	..	3½	10
Voyaloor	6	3	10

and to receive coodewarum at the rate per garce stated opposite to each village, commencing and closing the manufacture whenever due notice may be published by beat of tom-tom: on failure to commence or close the working of our pans with diligence and expedition after the expiration of one month from date of such notice, we will be subject on proof of such neglect, to such punishment either by a deduction not exceeding 10 rs. to be levied by the superintendent of salt from the coodewarum, which may be due to the defaulter, or by transfer of his pans, or by abolition of manufacture in them.

4. We will watch the salt, and import it diligently at such place as we may be directed, and will quickly give our attendance, or that of our goomastah, to see it measured, and will at once attend to any other call on public duty, or at any enquiry going on at the pans whenever required by the sircar.

5. If we fail to deliver our full share of the dittum for the year, in case of a general failure caused by bad weather, no penalty will be enforced; but when it may occur in single instances, on no satisfactory cause being shown to the superintendent of salt, he may punish the defaulter by levying 5 rs. per garce, out of the coodewarum which may be due to him, as a penalty for the deficiency in the dittum.

6. If we, or our servants, are directly, or indirectly, concerned in smuggling, or committing theft of even an olluck of salt, or if we, or they, should pass salt in feigned names, or transfer our produce in other than the names of the real owner, on proof being shown to the superintendent of salt, he may punish the defaulter to the same extent, and in the manner stipulated in clause 5, and may on proof of repetition of the offence cause the pans of the defaulter to be taken from him by the Sircar.

7. No manufacturer should decoy away any labourer who may have received an advance from another until he may have entirely fulfilled the work for which he received the advance.

8. Raised platforms for protecting salt from accidents by floods shall be erected and repaired at our own expense; and should we suffer any loss, caused by rain or inundation, we will set no claim on the Sircar for such loss.

9. The digging of old, and repair of new channels and calways, are to be undertaken properly, so as to render them navigable at all times by exportation boats. In the event of such working being necessary, and the cost being ascertained on estimate, we will subscribe our share by a small uniform deduction from the coodewarum to meet the expense to execute it, and, in the event of our failing to do so, and to commence the work within any time fixed by the superintendent of salt, the Sircar shall undertake the work by advancing the money, and reimbursing themselves at uniform rates from the coodewarum.

10. Any private transfer of the pans which we may desire to make can be registered after the period of manufacture has closed.

Enclosure No. 3.

LIST OF ESTABLISHMENT.

No.	Office.	Pay. R.	A.		Nature of Duties.
1	Uncovenanted assistant	300	0		The immediate superintendence of whole of the Salt Department. For details, see Board's proceedings, dated 17th January, 1853.
1	Native deputy superintendent	42	0		
1	Peishcar	21	0		To conduct the storing and sales of salt at the Madras platform.
1	Nesunda	20	0		
1	Deputy ditto	14	0		To keep accounts as stated in separate list B.
1	Writer	10	0		To prepare urzees and to secure the takeeds received from the Hoozoor.
1	Shroff	14	0		To shroff the collections, and to keep accounts thereof, as well as of pay distributed to servants, and of the payments on manufacturer's share, to give chits for inland and home sales.
1	Ameen	20	0		To superintend the manufacture, and report transfer of pans for registry to the superintendent, and to maintain a strict watch over the manufacture and the peons.
3	Nevesindahs	10	8	each	These 5 nevesindahs are stationed at Attiput, Ennore, Poorthewauk, Vulloor, and Voyaloor, to keep accounts of the
2	Ditto	10	8	do.	scrapings and exportation, and to give the required information in registering the pans.
1	Moochie	7	0		To rule accounts, bind books, &c.
1	Duffadar	10	8		
1	Head peon	10	0		
20	Peons	7	0	each	For the security of salt heaps in store.
8	Peons	4	0	do.	
2	Measurers	7	0	do.	To measure the salt for home sale.
1	Tom-tom beater	4	0	do.	To beat tom-tom at the commencement and at the close of the sale, and to patrol during nights.

NOTE.—There is no separate establishment at the Hoozoor for this branch of revenue.
The whole of the accounts are examined and checked by the sheristadar's department.
An extra establishment of peons and mootsuddies is entertained annually for about 8 months during the season of manufacture.
It varies with reference to circumstances.

In the present season, it consists of	R.	A.	P.
2 Moottusuddies	30	8	0
1 Shroff	10	0	0
4 Vuttals	24	0	0
68 Peons	476	0	0
7 Tom-tom beaters	28	0	0
At a monthly cost of	568	8	0

Enclosure No. 4.

MEMORANDUM.

Cost per Garce at the Madras Cotaur.

	Rs.	A.	P.
Coodewarum	10	0	0
Average boat hire	1	11	0
Hire for landing salt	0	5	6
Cooly hire for measuring and covering salt heaps	0	6	4
Value of Palmyra leaves	0	6	0
Hire for measuring salt at the Indian sales	0	4	6
Sundry charges and repairs	1	0	0
	14	1	4
Average Sibbendy charges both Mooddamy and Hungamy Canal ..	1	0	0
Toll on salt	2	4	0
	17	5	4

Cost per Garce at the Ennore Department.

	Rs.	A.	P.
Salt manufacturer's share	10	0	0
Average boat hire	0	12	6
Landing charges	0	7	6
Cooly hire for measuring and covering salt heaps	0	5	10
Value of Palmyra leaves	0	6	0
Hire for laying clay over heaps	0	1	0

Shipping Charges.

	Rs.	A.	P.			
For weighing salt	0	5	0			
Batta to the boat crew	0	5	0			
Charges for conveying boats from Madras to Ennore, and from the latter to the former	0	6	0			
Paid for trips	2	14	0			
Hire for loading boats	0	6	0	4	4	0
				16	4	10
Sundry charges, Gunny bags, &c...				1	11	2
				18	0	0
Average Sibbendy charges				1	0	0
				19	0	0

Enclosure No. 5.

Replies to the Queries circulated by the Board of Revenue, dated the 6th instant, by the Acting Collector of Madras.

Madras, April 13, 1854.

Query No. 1.

The pans now under this office lie north of Madras within 20 miles, in a low flat plain immediately to the west of the sandy tract along the coast, which plain is divided by a backwater or lagoon. The Ennore pans lie about 2 miles from the sea, between the sand and the Ennore backwater. All the other pans now worked lie along the western bank of the backwater. West of the pans the country is also flat and open, with villages interspersed, and in spots laid out in paddy fields.*

The average annual produce of these pans, 6 in number, heretofore has been above 4,362 garce; but taking the average yield of each pan, multiplied by the number now in operation, the aggregate yield may be estimated as 9,730 garce. 1,576½ cawnies are now laid down in pans. Each pan is half a cawny, and can yield from 1½ to 5 garce in a season, as far as depends on the soil, the level of the plain, and the command of salt water. Salt pans might be formed along nearly the whole line on both sides of the backwater to Pulicat, but all the best sites are already occupied. Between Madras and Ennore the manufacture was formerly carried on at Eroongoondrum, under the walls of Madras, and seven other villages, including Vitchoor and Cuttwauck, but the salt was

Fusly	Garce.
1258	4,275
1259	4,985
1260	4,403
1261	4,700
1262	3,447
Total ..	21,810
Average..	4,362

Vide detailed Statement No. 1.

* A map of the locality was sent to the Board on the 30th October, 1852.

inferior, and the extent of pans small, altogether only about 260 cawnies. On the whole, about 500 cawnies might be turned into salt pans, but the quality and quantity of salt produced in them would be much below those now occupied.

No. 2. The manufacturers are, for the most part, the merassidars and ryots of the villages where the pans are situated. Most of them are a Telugu tribe of Reddries, who carry on all the process of manufacture by their personal labour. These men are said to have been originally invited, 70 years ago, to settle here from Chinna Ganjam in Guntoor, and they have instructed all the rest. Most of the lower castes, as pariah pullis, vullyans, &c., work as labourers. Others are brahmins or velalahs, resident in Madras, who employ hired labourers to work the pans. The terms on which they work may be seen by the agreement taken from them, which is sent herewith.* The privileges of the merassidars seem to be, to have the refusal of new pans when they are opened. The other holders have no peculiar privileges beyond the power to transfer their right in the pans by sale, mortgage, or bequest.

Copy of this agreement was sent to Board in letter from this Office, dated 7th March, 1854.

No. 3. Earth salt is not produced in this Collectorate; a little salt is spontaneously formed in the pans when the manufacture is not going on, after showers have fallen, succeeded by bright weather. No use is made of such salt; being of inferior quality, it is simply destroyed.

No. 4. The process of manufacture is fully described in paragraphs 2-13 of a letter from the Collector of Madras to the Board, dated the 2nd of December, 1820, to which the Board will refer. The same process is still followed, unless in some minor points. Experience has proved last year that the manufacture can be continued even till the end of September. Mr. Murray gave the yield of a cawny about 4 garce. This is more, as will have been seen as above, than has been shown by recent experience. He speaks of the scrapings being made after about twelve days. The ryots are now inclined to scrape at shorter intervals of from four to eight days; they now employ fewer labourers; a man and a boy attend to one cawny instead of half as formerly.

Ennore and the western esplanade of Black Town are the places of stowage.

During the process of scraping the conicopillay goes round daily with peons. The heaps of salt left on the bank of each pan, as the result of that day's scraping, are stamped and counted by the peons, and the number written down by the conicopillay, who makes a rough calculation of the total quantity, and sends a report of the scraping to the ameen, mentioning the number of pans scraped, and the estimate quantity yielded. The next day the salt is removed from the pan-bank to the place of landing the boats. At the end of each week another inspection takes place of the salt heaped at the places of shipment, which is sent into the Hoozoor. Forms† of these daily and weekly reports are submitted. As soon as boats can be provided, after the heaps on the canal-bank are sufficiently dry, *i.e.*, in about a fortnight, the salt is transferred to boats. Each ryot's share being kept separate, and a note, called boat chit, giving an estimate of the quantity shipped in each. On arrival at the store it is heaped and measured, as soon as can be, in oblong ridged heaps of 10 garce, and thatched with Palmyra leaves. The platform is surrounded, except at one corner, by a navigable ditch, which serves both as a protection and for the boats. Sometimes two days are occupied in the transit to the salt-yard. It will be seen that, until the last measurement, the salt is at the risk of the maker, who only gets paid for what is measured on the platform; but the boat-hire is paid by Government.

No. 5. In the Government sales, salt is sold by weight only for export to Bengal. In the public sales, and for private trade also, and these ports, it is invariably sold by measure.

No. 6. The revenue is protected by the establishment of peons, who watch the pans, accompany the salt on its transit, one peon with four or five boats, and watch it on the stores. See also paragraphs 2 and 6, and 19 and 20 of the Salt Rules.

No. 7. A list of the establishment,‡ with explanatory remarks, is sent.

No. 8. Smuggling may take place from the pans at night, through negligence or collusion of the peons, or from the boats during transit, or by fraud on the part of the establishment employed in the sale. The measurement of salt by the mercal is liable to much variation, according to the pressure employed in filling and the care in striking. If a deficiency occurs in a heap, it is impossible to say exactly how much is *bonâ fide* the effect of wastage or of unintentional variation in measurement, or of designed variation.

It is supposed that smuggling is not now great. The sale of salt by the heap cuts off the opportunity for cheating. The greatest security is having a trustworthy superintendent.

No. 9. For the town and suburbs of Madras, the salt, of which a less quantity is

* No. 2. † No. 3. ‡ No. 4.

not sold at our stores than 5 mercals, is usually purchased by women of low caste, who hawk it about, or convey it to the salt bazaars in baskets. The inland rade is chiefly carried on by brokers, mostly lubbies of Vauyumbady, or merchants from Bangalore. The usual mode of carrying on the traffic is described in a letter from the superintendent, of which extract was sent to the Board on the 25th of November, 1853.

Nearly all the traffic is now carried on by bullock-carts, but occasionally the migratory tribes, as cooravers or yerkalawars, load it on bullocks or asses. A cart will carry from 40 to 50 mercals. The salt is generally held in a bamboo basket which fits the cart, and is protected by a bamboo mat tilting. About Madras, salt is not much adulterated. Returns,* showing the estimated consumption of salt per head, were furnished in answer to the Board's Circular, dated the 17th of July, 1848.

In this Collectorate, salt is only exported from Ennore to Calcutta and Chittagong under the arrangements prescribed in the Board's Orders, dated the 3rd of July, 1845. These have been recently modified† to extend the privilege of shipping to square-rigged vessels of 100 tons. No. 10.

Five per cent. No. 11.

Eighteen rupees. See Memorandum.‡ No. 12.

Five rupees, when worked by the owner himself; more, if labourers are hired. No. 13.

No. 14.

Places.	Pans.	Cawnies.	Out-turn in Fusly 1262.	Distance.
Attiput.. ..	887	443½	1,798 50	Vulloor, N. from Madras 9¼ miles.
Ennore,. ..	451½	225¾	836 318	Ennore, N.E. from Vulloor 1¼ ,,
Vullore,. ..	707½	353¾	468 13	Attiput, N.W. from Ennore ⅛ ,,
Voyaloor ..	459	229½	231 383	Poorthewauck, N. from Attiput 1½ ,,
Poorthewauk ..	648	324	.. ..	Voyaloor, N.W., from Attiput 4¼ ,,
Total ..	3,153	1,576½	3,334 364	

None. No. 15.

H. Stokes, *Acting Collector of Madras.*

* To Board 20th December, 1848. † 30th January, 1854.

‡ No. 5.

APPENDIX D.

TABULATED ABSTRACT of the Reports and Statements of the District Officers, supplying the information called for in a Circular of the Madras Board of Revenue, dated the 5th of June, 1854, addressed to them in pursuance of the Salt Commissioner's Letter to the Secretary to Government, No. 7, dated the 26th of May, 1854 (*vide* Appendix A. No. 2).

Districts.	Number of Pans.	Quantity manufactured in one year.	Number of owners.	Number of Persons holding						Maximum and Minimum holdings.				Average holding in Pans.	Average quantity of Salt furnished by one owner in one year.	Remarks.
				Above 50 Pans.	Between 50 and 30.	Between 30 and 20.	Between 20 and 10.	Between 10 and 1.	Below 1 Pan.	In number of Pans.		In Coodewarum, or value of Salt.				
										Maximum.	Minimum.	Maximum.	Minimum			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
		B. MDS.										R. A.	R. A.		B. MDS.	
Ganjam	32,931	6,85,400	1,415	376	612	320	107	..	..	751	14	211 0	1 8	23	484	The districts of Malabar, Masulipatam, and Canara are omitted from this statement. In Malabar no salt is manufactured; in Masulipatam the salt is made for the Government by hired labour; in Canara the manufacture is conducted under licenses to produce certain estimated quantities. For further remarks. see paras. 555 and 556 of the Report.
Vizagapatam	2,077	2,93,509	307	..	2	21	284	..	..	36	1	384 11	1 0	Cawny—Coonta. 1 7	956	
Rajahmundry	1,16,158	3,74,106	859	639	158	17	18	27	..	1,025	3	217 4	3 0	135	435	
Guntoor	1,149	6,15,840	777	..	..	..	5	772	..	13	$\frac{6}{16}$	601 4	0 8	$1\frac{1}{2}$	792	
Nellore	86,339	13,02,000	1,676	585	324	252	515	..	..	632	$1\frac{1}{2}$	144 0	0 8	$51\frac{1}{2}$	777	
Chingleput	799	2,84,697	785	..	..	..	3	308	474	16	$\frac{1}{8}$	2,775 7	1 7	1	363	
South Arcot	1,064	4,35,720	443	1	2	5	435	..	..	104	$\frac{1}{2}$	9,159 1	0 3	$2\frac{1}{2}$	983	
Tanjore	29,040	5,18,160	806	128	94	115	185	284	..	866	1	1,024 0	1 0	36	643	
Madura	19,135	4,16,400	333	120	62	56	95	..	..	375	5	569 5	3 10	$57\frac{1}{2}$	125	
Tinnevelly	12,129	2,80,859	262	80	69	44	52	17	..	287	5	Not	stated	46	1,072	
Madras	3,154	6,57,960	831	1	3	14	27	557	229	85	$\frac{1}{8}$	1,363 6	0 5	$3\frac{3}{4}$	792	
Total ..	3,03,975	58,64,651	8,494	1,930	1,326	844	1,726	1,965	703							

APPENDIX E.

A Collection of all the Official Correspondence and Papers, from the earliest to the latest period, relating to, or bearing upon, the Question of the Comparative Merits of the two systems of Monopoly and Excise, in their application to the Manufacture of Salt in the Madras Presidency, together with the Parliamentary Papers relating to the same Question.

Discussions preceding the establishment of the Monopoly, from 1799 to 1805.

No. 1.—Extract, Paragraphs 453 to 467, of a Letter from the Board of Revenue to the Government, dated the 2nd September, 1799.

No. 2.—Extract of a Letter from the Collector of Vizagapatam to the Board of Revenue, dated the 23rd of October, 1803.

No. 3.—Extract of a Letter from the Collector of Rajahmundry, dated the 31st October, 1803.

No. 4.—Ditto from the Collector of Trichinopoly, dated the 10th November, 1803.

No. 5.—Ditto from the Collector of Madura, dated the 23rd November, 1803.

No. 6.—Extract of a Letter from the Collector of Guntoor, dated the 24th November, 1803.

No. 7.—Ditto from the Collector of North Arcot, dated the 27th November, 1803.

No. 8.—Ditto from the Collector of Canara, dated the 30th November, 1803.

No. 9.—Ditto from the Collector of Tinnevelly, dated the 20th February, 1804.

No. 10.—From the Madras Board of Revenue to the Government of Madras, dated the 28th June, 1804.

No. 11.—Draft of an Excise Regulation proposed by the Board of Revenue, in 1804, entitled "A Regulation for determining by whom Salt may be Manufactured and Sold, and for Collecting a Duty on Salt within the Territory, subject to the Presidency of Fort Saint George."

No. 12.—Mr. Falconar's Minute of Dissent, dated the 28th June, 1804.

No. 13.—From the Madras Government to the Madras Board of Revenue, dated the 29th August, 1804.

No. 14.—From the Government of India to the Government of Madras, dated the 4th July, 1805.

Discussions after experience of the Monopoly, from 1851 to 1854.

No. 15.—Extract of a Letter from the Collector of Canara to the Board of Revenue, dated the 3rd September, 1851.

No. 16.—Ditto from Ditto, dated the 3rd December, 1851.

No. 17.—From the Collector of Canara to the Board of Revenue, dated the 10th November, 1852.

No. 18.—Circular of the Board of Revenue to the Collectors of Salt Manufacturing Districts, dated the 11th March, 1854.

No. 19.—Reply of the Acting Collector of Ganjam to the Secretary to the Board of Revenue, dated the 26th May, 1854.

No. 20.—Reply of the Collector of Vizagapatam, dated the 11th April, 1854.

No. 21.—Reply of the Collector of Rajahmundry, dated the 15th April, 1854.

No. 22.—Reply of the Collector of Masulipatam, dated the 13th April, 1854.

No. 23.—Reply of the Acting Collector of Guntoor, dated the 30th March, 1854.

No. 24.—Reply of the Collector of Nellore, dated the 18th March, 1854.

No. 25.—Reply of the Collector of Chingleput, dated the 25th April, 1854.

No. 26.—Reply of the Collector of South Arcot, dated the 28th April, 1854.

No. 27.—Reply of the Collector of Tanjore, dated the 25th March, 1854.

No. 28.—Reply of the Collector of Madura, dated the 26th April, 1854.

No. 29.—Reply of the Collector of Tinnevelly, dated the 24th March, 1854.

No. 30.—Reply of the Collector of Canara, dated the 20th March, 1854.

No. 31.—Reply of the Collector of Malabar, dated the 10th April, 1854.

No. 32.—Reply of the Acting Collector of Madras, dated the 12th April, 1854.

Enclosure.

A.—From the Superintendent of the Madras Salt Cotaur to the Acting Collector of Madras. No. 71, dated the 6th April, 1854.

No. 33.—Minute of J. Goldingham, Esq., Second Member of the Board of Revenue, dated the 10th April, 1854.

No. 34.—Minute of E. Maltby, Esq., Third Member of the Board of Revenue, dated the 24th June, 1854.

Parliamentary Papers—Select Committee of the House of Commons in 1832.

No. 35.—Evidence of David Hill, Esq.

No. 35 A.—Evidence of Malcolm Lewin, Esq.

No. 36.—Extract of a Letter from D. Hill, Esq.

No. 36 A.—Extract of a Letter from J. A. Dalzell, Esq.

Appendix E.—No. 1.

Extract, Paragraphs 453 to 467, of a Letter from the Board of Revenue to the Government, dated September 2, 1799.

The manufacture of salt.

453. The proceedings which have formerly passed relative to this subject are copied in the appendix, to which the Board beg leave to refer,

454. Under date the 12th of October, 1795, the Board laid before Government an account showing the state of the salt manufacture in the Company's district, at that period, the extent of the home consumption, the surplus for export, and the increase which the pans were capable of producing; it also particularized the places of manufacture. These appeared to be mostly in the Company's Havelly and some in the Zemindaries.

455. The object the Board had in view, by their former representations to Government, was the annulment, at least partially, of the embargo on the importation of this article into Bengal, in which they happily succeeded, but the question now for consideration is, whether the Company will, at any time, be desirous of possessing a monopoly of the manufacture of salt on the coast, similar to that in Bengal, a point necessary to be determined before the lands are finally disposed of in property to native landholders.

456. At present the monopoly, however desirable, could not be effected, unless his Highness the Nabob should give his assent to relinquish to the Company the manufacture in his districts, and that, as heretofore, none shall be manufactured by the Rajah of Tanjore. When the Board speak of his Highness's relinquishing this right, they do not mean that his resources shall be thereby affected; on the contrary it will secure to him a more certain revenue therefrom than he now enjoys, by allowing him credit in his kists for the full amount of revenue, on an average of years, he has hitherto enjoyed.

457. But if ever the Company should possess the control of the manufacture of salt on the coast, from Ganjam to Cape Comorin, it certainly appears practicable to establish a revenue therefrom, without oppression to the people, at the same time securing even additional advantages to the immediate manufacturers, whether Meerassee, or other cultivators.

458. Looking forward to the possibility of such an arrangement, the Board think it necessary to submit, for the consideration of Government, making the salt pans an exception, in transferring the proprietary right of the lands, whether in the Company's Havelly or in the Zemindaries, putting the whole, for the present, under charge of the Collectors.

459. In settling the jummah of the zemindars, who would in this case lose the privilege of the manufacture, the amount of the salt revenue would be previously deducted from the gross produce, and that they may not have a shadow of complaint, an allowance might be made equal to $\frac{1}{10}$th of the net produce, on their malikana, taking the Committee of Circuit's estimate as the guide, being that, with few exceptions, on which the permanent settlement is proposed to be fixed; but if Government should consider the adoption of such a measure as an infringement of the proprietary right about to be established, it will remain to obtain the consent of the Zemindars thereto, instead of making it a stipulation on confirming them in their estates.

460. The Board will now briefly state how, in their opinion, a considerable revenue may, in such event, be secured to the State, from possessing the general control of the salt manufacture on the coast.

461. They have no satisfactory data on which to calculate the population within the Company's Nabob, and Tanjore countries, including the new conquests, but they conclude from their apparent extent, it may rather exceed than fall below, 10 millions of souls.

462. In Bengal, the consumption of salt by an individual has, they believe, been estimated on an average at 9 lbs. per annum, but the Board will say 12 lbs., as the use of it may be supposed from cheapness, and habit, greater on this coast, the annual home consumption therefore may be assumed at 12,000 garce, weighing each 10,000 lbs. avoirdupois.

463. The price on the coast is at some places higher than others; at Madras it is 12 pagodas per garce—but on an average may be taken at 6 pagodas 6 fanams, at which rate the consumption amounts to pagodas 73,600 of which the Government share, or net revenue, is about 40 per cent., pagodas 29,440.

464. The Board would propose in the first place, to fix the price to be paid to the Meerassee cultivators, for their proportion of the salt at the usual average

rate they have hitherto received, which would give them a certain market to the extent of their manufacture, a benefit they do not now possess. Secondly to fix the sale price at 30 s. pags. per garce of 10,000 lbs. It may, hereafter, become a matter of consideration whether public sales, the mode pursued in Bengal, will be more advantageous for the public and community.

465. At this rate the sales for home consumption only would amount to

Star Pagodas	3,60,000
From which deduct the present average sales	73,600
Total increase Star Pagodas	2,86,400

so great an increase of the sale price of the home consumption alone, might lead to a supposition of its bearing too hard on the people, but it is only necessary to remark that the cost of the annual supply required by each individual will be no more than one fanam, forty-nine six-tenths cash, while the cost of the same quantity at the sales in Bengal would be (at the rate of sales in 92-3 the last account the Board have got) six fanams twenty-five two sixteenths cash.

466. The Board are aware of the great advantage derived from possessing water carriage throughout the Bengal Provinces, but, allowing for this in its utmost extent, they may with safety pronounce, that in no part of the Company's possessions on the coast, will the price amount to the first cost paid by the merchants at the golahs in Bengal.

467. As no allowance is made for sales beyond the estimated home consumption, the Board do not think they are too sanguine in stating, that under this, or some similar plan, a revenue may be secured at least adequate to meet a considerable portion, if not the greatest part, of the increased expense, of the proposed judicial department.

Appendix E.—No. 2.

Extract, paragraphs 1 to 3, of a Letter from the Collector of Vizagapatam, to the Board of Revenue, dated the 23rd of October, 1803.

For Excise.

Paragraph 1. I do myself the honour to acknowledge the receipt of your Deputy Secretary's Letter of the 6th instant, desiring I would give my sentiments on the regulations transmitted in September, 1802, and the other on the 6th of the present month, for the realization of the salt revenue.

2. The proposal for the exclusive sale of salt on the part of Government is objectionable in many points of view. It requires a large establishment of servants to attend at the pans, to keep the accounts, and to superintend the labourers, who will be perfectly indifferent whether they execute a day's work or not if left to themselves, especially as their pay will be regularly given them. Quantities of salt are likely to remain at the expiration of the year, as is instanced in the Account A, when Mr. Collector Brown was in charge of the late 3rd Division of this Zillah, who kept the salt under management, in the hope of advancing that revenue, and no person could be more anxious to increase it than he was, but a reference to the document A 2 shows, however zealous his exertions, a very heavy loss to Government occurred, and even out of the quantity stated to be delivered over to his successor, a very small quantity was forthcoming as appears from the records. This might be accounted for by the embezzlement of the natives, and loss by rain. I have no hesitation in hazarding an opinion that if this system is carried into effect, a defalcation of revenue may be expected, besides proving injurious to the trade of the country; for salt must be highly assessed to ensure a sum equal to the expenditure for its manufacture, and thus deter the merchant from trading to any extent in an article from which he can reap so little benefit, and the surplus salt that may remain, must be disposed of at a low rate, unless Government become their own carriers, and store the salt in banksalls in the interior of the country, which I would recommend in the event of its being determined to retain the exclusive sale, and that buildings be engaged at Sittanagrum and at Cottacotah, for the accommodation of the inland inhabitants and Brinjarries; and this is the only method to get rid of the surplus salt, with the probability of recovering an equivalent on that article; and this plan occurred to me, at the time of perusing the draft of the proposed regulations transmitted in September, and which I should have taken the liberty of suggesting in my report, when I completed the detail required in the form sent by the Secretary to the Special Commission in the above month.

3. The draft of the Regulation fixing a determinate duty on the salt at the

pans, and allowing a fair competition for the rent, promises diccrs advantages. It ensures a certain, instead of a precarious, revenue, which must always be desirable, excites industry among the people, encourages the trade of the country; for the renter when he learns the approach of a party of Brinjarries, proceeds or sends to the place where they are, and invites them (often by presents) to barter the articles they have to sell for salt, and regulates his demand according to circumstances. These advantages must be lost to Government, as it will be impossible to allow this discretionary power to native servants, nor would it be advisable; consequently a fixed amount must be established, whereas, the renter will accommodate the price to suit his convenience, and thus realize a revenue, enabling him to discharge his kists to Government. By this method the fixed duty is received from the purchaser, which will, so far as I am enabled to judge, exceed any extra advantage that could be derived from a monopoly without the hurtful consequences attendant thereon.

Appendix E.—No. 3.

Extract paragraphs 1 to 6 of a Letter from the Collector of Rajahmundry to the Board of Revenue, dated the 31st October, 1803.

For Excise under a certain condition.

Paragraph 1. I have the honour to acknowledge the receipt of your Letter, under date the 6th instant, enclosing draft of a Regulation providing for the collection of a revenue on salt by levying a duty on the manufacture of that article.

2. I have given every attention to the two plans which have been proposed, and, certainly as they now stand, give a preference to the former, viz., establishing a monopoly on the part of the Company. I have but one objection to the imposition of a duty, which if it can be obviated will render that plan the better, inasmuch as it is equally profitable, more simple, and less expensive.

3. My objection is this, that it leaves the poorer class of the inhabitants in the interior of the country at the mercy of the richer in an article indispensably necessary to their existence.

4. Salt on the sea coast of this zillah is, on an average, sold at 6 Madras pagodas per garce, and by retail in the bazaar of this place at 24 Madras pagodas. The expense of carriage is 12 Madras pagodas per garce, which, being deducted from 24, will leave the banian a clear profit of 100 per cent. on the original cost.

5. Suppose, then, a duty to be levied with a view to the price at which it was intended to have been sold had the monopoly been established, and the price of salt remaining the same, 6 Madras pagodas, duty in round numbers 27 Madras pagodas, the banian, upon the principle of gaining 100 per cent. upon the prime cost, would raise the retail price of salt in the bazaar of this place to 66 Madras pagodas per garce, and it would be considerably higher in the smaller villages, where the poorest class of inhabitants reside, as the petty banians of those villages, not being wealthy enough to afford to bring it direct from the coast, must purchase it at the towns or principal villages, and will of course have their profit on its retail.

6. I am well aware that with a fair trader the above calculation would not hold good,* inasmuch as 25 per cent. on 6 pagodas, but the rapacity of the banian is too well known to admit of a doubt that he would not take advantage of the advance of the price on the part of Government to raise his demands in an equal proportion to the consumer; nor can it be supposed that the wretch who in a time of famine has hoarded grain to the destruction of his fellow-creatures would have much regard to their convenience in an exigency of inferior consideration. It is to be hoped, therefore, that the humanity of Government will interfere in favour of the inhabitants of the interior, and, by establishing godowns, in the chief market places, put them on a footing with the inhabitants of the coast as far as is possible, adverting to the expense of carriage, and the necessary establishment of servants.

* So in the original.

Appendix E.—No. 4.

Extract, paragraphs 1 to 5 and 9 to 13, of a Letter from the Collector of Trichinopoly to the Board of Revenue, dated the 10th November, 1803.

For monopoly as the better means of raising a large revenue.

Paragraph 1. I have received your Secretary's Letter of the 6th ultimo, enclosing a draft of a Regulation for the collection of a revenue from salt, on the principle of levying a duty on the manufacture of that article, and desiring me to state my sentiments as to the eligibility of that mode of adding to the resources of Government, in preference to the plan of monopoly formerly in contemplation to be established throughout the Company's territories on the Peninsula.

2. The operation which the proposed regulation will probably have, if established, I have duly considered in comparison with the supposed effects of a well-regulated monopoly. My sentiments on this point I shall now proceed to state in conformity to the orders of the Board.

3. The degree of general preference to be given to the plan of duties, over that of exclusive sales; or, *vice versa*, can, in my opinion, be fully ascertained only by experience of the effects of the latter. The former certainly appears to be more simple in its operation, less complex in the management, less expensive and more secure; but, as the means of raising a large revenue from salt, I question whether a monopoly would not be considerably preferable. It would in my opinion be, at all events, greatly preferable, under existing local circumstances, to the plan of levying duties at the place of manufacture.

4. Salt, as a financial object, possesses a great facility of yielding a large revenue. This proceeds, as a celebrated writer observes, "from the quantity consumed by any individual being so small, and being purchased so gradually, that nobody, it seems to have been thought, could feel very sensibly even a pretty heavy tax on it." The propriety and facility of raising a large revenue from salt consists in the universal and gradual consumption of it. It appears to me, therefore, expedient that the tax, or duty, on it should be paid by the consumer, as directly as possible, leaving the manufacturer and transporter entirely free from the operation of the tax, or duty, except as consumers.

5. If this position is well-founded, the regulation which establishes the collection of a duty (and I suppose the duty is not meant to be trifling) at the place of manufacture, to be paid by the purchasers, is in this country defective, and, if enforced, would in a great measure destroy the facility which salt offers of yielding a large revenue.

* * * * * * *

9. As I am of opinion that the revenue to be drawn from salt ought to be paid as directly as possible by the Commissioner,* and that it would be improper, probably impossible, to raise any considerable sum by levying duties on the present carriers, whether carawars or lumbadies, I feel myself impelled to say that the regulation which provides for the collection of duties on salt at the place of manufacture from the purchasers, appears to me not calculated to meet the views of Government, if these views are to raise a large revenue, with the least possible inconvenience to the community, on salt.

10. Should it be deemed inexpedient to institute an exclusive sale of salt on the part of the Company, I think the plan of levying duties on it for raising a considerable sum in aid of the resources of Government may be so modified as to obviate the objections I have suggested to the collection of duties, at the place of manufacture, from the carriers.

11. I would propose, 1st, that a duty on the home consumption of salt should be collected at salt stations, to be established in each district, at which, and nowhere else, the carriers should be allowed to dispose of their salt to merchants; and that, on the purchase of the salt by merchants, a duty on a tariff value should be paid by them. The stations could be so fixed as to give very little inconvenience to the merchants or to the transporters.

12. Or, 2ndly, should any objection lie to this plan, that a duty on a tariff value should be collected from the purchaser at those places inland where the salt may be sold by the carriers; in either case, rowannahs to be issued to the carriers exempting them from duties at all places throughout the Company's territories, and they in return to give moochulkas binding themselves to

* So in the original.

declare the district and town in which they mean to dispose of their salt, and not to dispose of it at any other station except at that mentioned in the moochulka, without express permission from the Collector of the district, and receiving a rowannah to proceed to such other town or district as they may wish, the carrier first entering into a similar moochulka to that first mentioned, as to the destined place of sale. The Collector of the district in which the salt is originally purchased should forward a duplicate of the moochulka to the Collector of the district in which the salt is to be sold, and in case of its not being sold in that district, the Collector thereof is to forward a copy of the moochulka taken by him to the Collector of the district to which the salt is to be carried.

13. In regard to the salt destined for the supply of foreign districts, it will be, in my opinion, best to levy on it such a frontier duty as it can bear without distressing the transporter so as to make him slacken his connection with our districts.

Appendix E.—No. 5.

Extract, paragraphs 1 to 5, of a Letter from the Collector of Madura to the Board of Revenue, dated the 23rd November, 1803.

In favour of Farming.

1. I have the honour to acknowledge the receipt of your Secretary's Letter of the 6th of October, forwarding the draft of a Regulation for levying a duty on the manufacture of salt, and referring me to your Letter of the 29th of September, which provided for the revenue of that article on a different principle, and desiring me to state which of the two plans appear most eligible.

2. The salt pans in the district of Ramnad having been rented every year since the Company's assumption of that province and those in Shevagungah, and the Tinnevelly Pollems having been lately only taken under the Company's management, no accurate estimate can be formed of the revenue which would result to the Company by retaining them under Aumany, excepting from the valuation of the produce during the last Fusly, when the whole of the pans were under my immediate superintendence.

No. 1.—3. The statement I have the honour to enclose shows the extent of the salt pans, the quantity actually manufactured in Fusly 1213, the value of that quantity, the value of the Sircar and manufacturer's share, and the nett profit derived to Government, including the Custom.

4. An attentive consideration of this document will clearly prove the benefit of the present system, when compared with the trifling revenue which would result to the Company by levying duty on the manufacture of that article only. Independent of the advantages which the present mode of manufacturing the salt appears to possess, it ought also to be considered, and which renders the introduction of a new system utterly impracticable, that the owners of the salt pans are indigent ryots, who can ill afford the advances required by the labourers; and, were these even to be given, it often occurs that the sale of the produce is delayed by unforeseen causes a considerable length of time. The want of funds to prosecute the manufacture of this valuable branch of revenue would either cause them to relinquish the pursuit, or the cultivation would be continued on so confined a scale that the price of salt must, of course, rise in proportion to the yearly decrease of the produce, to the incalculable injury and distress of the poor.

5. I can have no hesitation, therefore, in submitting to your Board the expediency of continuing the present mode of manufacturing the salt in the districts under my charge, as most beneficial to the public and, at the same time, profitable to the interest of Government.

Appendix E.—No. 6.

Extract, paragraphs 1 to 3, of a Letter from the Collector of Guntoor to the Board of Revenue, dated the 24th November, 1803.

1. I have the honour to acknowledge the receipt of your Deputy-Secretary's Letter of the 6th ultimo, enclosing draft of a Regulation for the future management of the revenue arising from the sale of salt, and desiring me to submit my opinion which is the preferable mode—that therein proposed to be adopted, or that which was under the consideration of the special committee, of establishing, on the part of the Company, an exclusive sale within the territories subject to the Presidency of Fort St. George, and directing me to state the grounds of my preference.

2. I much doubt whether any persons would be willing to undertake its manufacture when subjected to a heavy duty. The genius of the people here is not very speculative, and they are startled at the idea of a sudden considerable augmentation of price, which they imagine would infallibly tend to a great decrease in the consumption, not only on account of the inability of the lower orders to purchase, but also because the lumbadies would not have the means of purchasing the customary quantity. They are full of apprehensions that the lumbadies would come in such small numbers that the demand from them would be very trifling; they are equally fearful that those merchants who purchase for the consumption of our own countries would be as backward as these. Under the influence of these fears, they allege the impossibility of the undertaking, for, say they, if any one is adventurous enough to think of entering upon it, notwithstanding these doubts, he is immediately deterred by the consideration that his example may operate upon others to do the same, thus creating many competitors, who, each attracting some of the persons desirous of purchasing, would involve themselves and him in ruin, should their predictions of a trifling demand prove well founded.

3. Although these ideas appear to me, gentlemen, wholly chimerical, yet they are so strongly impressed on the minds of the inhabitants of these parts that I am decidedly of opinion it will be prejudicial to the public interests to attempt to throw the trade open. I shall, therefore, proceed to consider the rate at which this article might be sold, under the exclusive management of the Company, upon one uniform system. In the statements I shall make I trust I shall expose the futility of the apprehension of any considerable diminution of the consumption on account of the poverty of the people, and I shall afterwards endeavour to substantiate the fallacy of the grounds upon which the assertion rests of the want of means, on the part of the lumbadies, to purchase as large a quantity as they now do, at a very advanced price.

Appendix E.—No. 7.

Extract, paragraphs 1 to 3, of a Letter from the Collector of North Arcot, to the Board of Revenue, dated the 27th November, 1803.

1. I have to acknowledge the receipt of your Deputy Secretary's Letter, under date the 6th ultimo, accompanied by the draft of a Regulation providing for the collection of a duty on the manufacture of salt, on a principle different from the one laid down in the Letter of the Special Commission of the 29th of September, which was calculated to secure to the Honourable Company an exclusive sale of the salt manufactured in the territories of this Presidency.

2. In this division salt is produced in the zemindaries of Venketgherry and Calastry only, the small revenue derived from which is a part of the product of the sales of salt exclusively made by the servants of Government employed in superintending the manufacture. The division of the produce between the Sircar and the labourer is not made in salt, but of the value of salt marketed by the former; so that the object of the late Special Commission, as far as it regarded the exclusive sale of salt, is perfectly secured in the zemindaries. Owing to the little influence, from the distance of superintendence, possessed by the local authority there, and from other obvious reasons, and the tenacity of the natives in everything touching old customs, I apprehend the difficulty of getting the manufacturers to take upon themselves the sale of the salt (paying a rent in money for the Sircar's share of the produce) would quadrate with the advantages of freeing the Sircar from the risk it is at all times liable to, from the frauds

committed on the produce, and of the trouble and expense ot disposing of the salt. The benefit derived from which is very disproportional to the charge incurred in obtaining it, as, computing the revenue at the amount deducted from the tribute of the zemindaries and taking the charges at the present disbursements, the latter bears on the former 26 per cent.

3. Should your Board be aware of any reason rendering liable to objection, prohibiting altogether the trifling manufacture of salt in this division,—as it is not probable, that on an average of years, the original value of the manufacture will exceed the amount deduced from the tribute of the zemindars; and, as the distance of the pans prevents due attention either to the conduct of servants or to securing salt of a good quality,—I am of opinion that the most secure and economical way of deriving a revenue from the salt made in this division would be to receive, as the first value of the Government share of the manufacture, the sum above referred to, or star pagodas 1,400, and levy a duty, as proposed by Regulation, on its being carried from the pans.

Appendix E.—No. 8.

Extract, paragraphs 1 to 6, of a Letter from the Collector of Canara to the Board of Revenue, dated 30th November, 1803.

Paragraph 1. I have to acknowledge your Deputy Secretary's Letter of the 6th ultimo, with draft of a Regulation for drawing a revenue from salt by levying a duty on the manufacture of that article. For Excise.

2. This plan is certainly more eligible than the monopoly proposed by the Special Commission, in its dispatch of the 30th of September, 1803. It leaves private property inviolate; it allows the manufacturers their just right of disposing of the produce of their own estates to whomsoever they please, and such of them as manufacture merely for their own consumption, to do so without molestation, or any additional taxation.

3. The revenue, however, to be derived in the mode proposed within my districts will be very small, while the charges of collecting it must be great. A great part of the salt lands lie scattered over the country in plots at considerable distance from each other, and are cultivated by the freeholders on whose estates they lie. It will for this reason be extremely difficult to prevent fraud, and impossible without a large establishment of peons, whose pay will absorb a great part of the duties collected.

4. In my letter of the 29th of April to the commission I fully explained the grounds of my objections, not only to any kind of monopoly, but to any additional revenue whatever being drawn from salt manufactured and consumed in Canara. The inadequacy of the means of the lower classes of people to bear any additional burthen, and the improbability of their circumstances being much mended, were the chief reasons urged to support the objections then offered. I have since reflected on the subject, and am still of the same opinion; and I am the more desirous of exonerating salt manufactured and consumed in Canara from the proposed duty, for the reasons stated in the foregoing paragraph.

5. It may be further observed that the profit to salt manufacturers is now so trifling, owing to the great expense attending the work, and the capital it requires to carry it on; that the manufactories rather decrease than increase. It is true the duty proposed by the regulation is directed to be paid by the purchaser, but he will make the manufacturer pay his share, by giving him less for the commodity. The manufacturers are poor people who must sell soon to enable them to pay their kists. The purchasers are merchants, who though they must probably buy it, it is immaterial to them whether it be sooner or later, and they will always delay it till the manufacturers agree to their terms.

6. A duty of 7 pagodas a garce might be levied on salt imported by sea. It is of far superior quality to what is manufactured in the province, is consumed by the most opulent of the inhabitants (who can best afford to buy it at an enhanced price), and is exported above the Ghauts. A duty of 6 pagodas a garce might be levied on all salt exported by the frontier not having paid a sea import duty. The whole might be collected in the most simple way, and without employing a single additional peon. The rich inhabitants only in the province would be subject to an increase of expense, while the manufacturers of the country would be, thereby, afforded every inducement to increase their produce; and it might be expected that in a few years they will be nearly able to supply the demand for exportation by land, as well as for internal consumption.

Appendix E.—No. 9.

Extract, paragraphs 1 to 3, of a Letter from the Collector of Tinnevelly to the Board of Revenue, dated 20th February, 1804.

For Excise.

1. I have now the honour to reply to Mr. Deputy Secretary Wayte's Letter under date the 6th of October last.

2. Although the company possess the undisputed right of exercising the monopoly of the manufacture or sale of any article of merchandize in the territories under their jurisdiction, yet, as it is always reckoned advisable to lay as little restraint upon the trade as possible, I am under this principle induced to give the preference to the arrangement which provides for levying a duty upon salt, as the manufacture and sale of that article will then be left free and unrestrained.

3. As, however, it appears practicable to obtain a considerable revenue from the plan originally proposed, it now becomes necessary that the duty to be levied should be regulated so as to secure, as far as may be possible, the same advantages.

Appendix E.—No. 10.

The Board of Revenue to the Right Honorable Lord William Cavendish Bentinck, Governor in Council.

Fort St. George, June 28, 1804.

My Lord,

1. The Report of the Board of Revenue of the 2nd of September, 1799, and the Orders of the Governor General in Council on that Report, having, with a view to meet the expenses of the judicial establishments, provided for the augmentation of the public resources by a monopoly on the part of the Company, of the salt manufactured within the territories subject to this Government, it became necessary for us, on the transfer to the Board of Revenue of the duties which had been entrusted to the Special Commission, to take into consideration the arrangements necessary for carrying into effect the orders of the Governor General. On reference to the records, it appeared that the Collectors had been directed to procure and forward the information pointed out to them to be required, which was accordingly furnished, as noted in the margin.*

2. Early in our deliberations on the subject of establishing a monopoly, it occurred that the measure could not be adopted with regard to the salt of foreign settlements, and that much difficulty would attend the adjusting a fair compensation to the Merassidar, &c., whose rights were to be resumed. We were, at the same time, not less convinced that these, and many other, objections would be removed, and the object of increasing the revenue answered by the levy of a high duty equivalent to the intended monopoly price.

3. The interference with hereditary privileges enjoyed by Merassidars, which the introduction of a monopoly would render necessary, presented to us a very serious objection to the measure; and, with regard to the difficulty to which we have alluded, of fixing a just indemnification to the ryots for their share of

* Circular to Collectors, dated 29th September, 1802.
From Collector of Western Peshcush, dated 28th December, 1802.
From Collector of Northern Division of Canara, dated 31st March, 1803.
From Collector of Southern Division of Canara, dated 29th April, 1803.
From Collector of 3rd Division of Masulipatam, dated 27th June, 1803.
From Collector of 1st Division of Masulipatam, dated 19th June, 1803.
From Collector of Tinnevelly, dated 29th June, 1803.
From Collector of Malabar, dated 16th August, 1803.
From Collector Zillah Vizagapatam, dated 28th September.

the salt manufactured by them, we were the more confirmed by the remarks of the Collector of Western Peshcush* on the mode proposed by the Board of Revenue for that purpose.

3½. In the 464th paragraph of the Board's Report (Mr. Stratton observes), "it is proposed to fix the price to be paid the Merassee cultivators for their proportion of the salt at the usual average rate they have hitherto received, which would give them a certain market to the extent of their manufacture, a benefit they do not now possess. This mode of indemnification the ryots might be satisfied with for one or two years, but I am humbly of opinion that it would not be considered by them a sufficient compensation when the selling price might be raised to 30 star pagodas per garce, and that it would rather be more politic to double the amount than to carry on the manufacture to the utmost extent, since on that the future revenue from salt will materially depend. The principal of commutation, however, proposed by the Board of Revenue, would be amply sufficient for all Enams, Maniems, charitable or other fees, now payable in kind, since the individuals enjoying them have no share in the labour of the manufacture.

4. The report of the Board of Revenue, dated the 2nd of September, 1799, does not state in what manner it was proposed to exclude salt manufactured in the settlements of the French, Dutch, or Danes, from competition with salt, the produce of our own territories; perhaps a total prohibition to its import may be inferred; but if guaranteed by treaty, or otherwise, in the privilege of manufacturing and exporting this article, it is manifest that the levy of a duty can alone provide against such competition.

5. On reference to the reports of the Collectors, transmitted to Government with the letter of the Board of the 12th of October, 1795, your lordship will observe that the manufacture and sale of salt has been enjoyed by individuals holding lands under various titles, whose right it would be necessary to purchase, or commute, under the difficulties pointed out by Mr. Stratton. With the conviction, therefore, that the levy of a duty on salt sold is preferable to the establishment of a monopoly, we prepared and transmitted to the several Collectors† an outline of a regulation, drawn up on the principle of increasing the revenue derived from the manufacture and sale of salt, by the levy of a duty on all salt sold, and called on them to state their sentiments on the two plans before them, and the grounds of the preference they might give to one or the other; their replies‡ we have the honour to submit.

6. A perusal of the papers above referred to having confirmed us in preferring the levy of a duty, we have prepared and transmitted through the prescribed channel of the Sudder Adawlut, a regulation upon that principle, which, equally with a monopoly, will be productive of revenue, while it removes the embarrassment that might otherwise have been felt, with regard to salt manufactured at foreign settlements, and leaves the manufacture and sales within our own territories to be conducted in the manner they have hitherto been, without any infringement of individual rights.

7. We shall not detain your lordship with any further remarks on the subject, but proceed to notice the provisions of the regulation which require your Lordship's particular attention.

8. We have considered it proper that all persons desirous of manufacturing salt should take out a permit and register the number of pans in which they propose to manufacture it, in order that a person may be appointed to collect the duty: this arrangement will only be necessary where salt is now manufactured, or required to be manufactured, on ground alienated, or in Canara, where the estates are private property; the salt pans in every other situation are at present under the superintendence of the Collector, and will continue so. The same precautions against smuggling appear applicable to both plans, and the persons who now superintend the manufacture may likewise superintend the collection of the duty.

9. It will likewise be necessary, and it is provided for, that chowkeys be established for the collection of the duty on salt, which may be imported from Tranquebar; and hereafter, when the French or Dutch settlements are restored, the same arrangement will be adopted with regard to them. At present the manufacture, sale, and levy will be conducted in the same manner as at our own pans.

* Mr. Stratton's letter dated the 28th December, 1802, paragraph 26.

† Letters to Collectors, dated 6th October, 1803.

‡ From Mr. Murray 23rd October, 1803.
„ Churchill, 31st „ „
„ Wallace, 10th November, 1803.
„ Crawford, 24th „ „
„ Cockburn, 27th „ „
„ Parish, 23rd „ „
„ Ravenshaw, 30th „ „
„ Cochrane, 20th February, 1804.

10. Your Lordship in Council will observe that we have provided in the Regulation that the amount of the duty be left, subject to your Lordship's approval, to our determination, to be increased or diminished as circumstances may render expedient. We recommend this arrangement, because the Collectors in general are of opinion* that 30 pagodas per garce, the amount proposed by the Board of Revenue, would, considering the want of capital in the persons now trading in salt, be much too high a price to commence with, while their sentiments essentially vary with regard to the amount at which the duty or monopoly-price might be raised. We would propose, therefore, to begin with the levy of a moderate duty, and to raise it gradually as circumstances may admit; it may also be possible that in particular situations, where the cost of manufacture is heavier than in others, that the amount of the duty should be less, or *vice versâ:* by possessing discretionary power, we shall be able to adjust points of this nature, and shall not fail to communicate our proceedings, from time to time, for your Lordship's approval.

11. The proposed regulation exempts from duty all salt exported by sea, and, consequently, will not interfere with the export trade in salt to Bengal, to which, on the contrary, we think it desirable that great encouragement should be afforded. By reference to the Report of the Board of Revenue of the 12th of October, 1795, and to the correspondence now submitted, your lordship will observe that salt, to the utmost possible demand, can be manufactured in the territories subject to this Government.

12. The amount of revenue derived from salt is at present trifling; the gross receipts from this branch of revenue in Fusly 1212 having been only—

Star Pagodas				63,316	18 36
While the charges for servants were ..	3,276	14	18		
And advances to aid the manufacture ..	16,150	10	9		
				19,426	24 27
Leaving an available surplus of only pagodas				43,889	36 9

13. What the amount of revenue may be under the proposed regulation, it is difficult to estimate, because we have not yet determined, finally, on the amount of the duty to be levied. We imagine, however, that by the progressive augmentations of the duty, an amount equal to the estimate of the Board of Revenue, in their Report of the 2nd of September, 1799, may be obtained.

14. Mr. Falconar, being of opinion that the establishment of a monopoly of salt on the part of the Company is essentially necesary to the successful administration of this branch of the revenue, has recorded a separate minute† upon the subject, with the outline of a Regulation framed accordingly, which we have the honour to submit for the information of your Lordship in Council.

We have, &c.
Wm. Petrie,
Thomas Oakes,
Alex. Falconar,
J. Hodgson.

* *Vide* letters from Mr. Wallace, dated 10th November.
„ „ Mr. Crawford, dated 24th „
„ „ Mr. Churchill, dated 31st October.

† *Vide* Minute of Mr. Falconar, dated 28th June, 1804, with Enclosures A, B, and C.

Appendix E.—No. 11.

Draft of an Excise Regulation proposed by the Board of Revenue in 1804, entitled "A Regulation for determining by whom salt may be manufactured and sold; and for collecting a duty on salt within the Territory subject to the Presidency of Fort St. George."

1. Whereas by section 2, Regulation I, 1802, it is provided that the rules and orders of the Governor in Council for the manufacture of salt shall be framed into a regulation, and be printed and published: Whereas by section 4, Regulation XXX, 1802, Government has reserved to itself the right of continuing or abolishing, either temporarily or permanently, the revenue arising from salt. And whereas it has determined that a revenue shall be raised, as a duty on the article when sold in addition to the sale price at the place of manufacture, at or such other place as the Board of Revenue may determine, and on importation into the territories under the Presidency of Fort Saint George. The following rules have been enacted for the better security of the revenue to be collected on salt in the mode above described.

2. The sale and manufacture of salt shall be conducted on the same principles as heretofore, whether jointly with the manufacturers and Government, or entirely on the part of the latter, and the shares paid to the manufacturers, whether of the proceeds of the sale or of the salt, or the hire to the labourers, shall continue to be so paid without alteration, unless by mutual agreement. The sale and manufacture of salt in what manner to be conducted.

3. Persons unwilling to engage in the manufacture of salt shall not be compelled to work at the pans, whether such pans belong to Government or to individuals, notwithstanding any usage or custom to the contrary. Persons unwilling to engage in the manufacture not to be compelled to work at the pans.

4. Persons holding lands exempt from the payment of public revenue, or lands held under favourable tenure in which it may have been usual to manufacture salt, shall, on application to the Collector, and on producing proof that salt had, heretofore, been made within such lands, be furnished with a permit to manufacture and sell salt; and salt pans in such lands shall, under such permit, continue to be worked as heretofore, in all respects the same as if they belonged to Government, subject nevertheless to all the provisions contained in this regulation, or in any other regulation hereafter enacted for the collection of the revenue from salt. Persons holding lands exempt from the payment of revenue, or under favourable tenure on which it has been usual to manufacture salt, to be furnished with permits on application, to manufacture and sell salt as heretofore.

5. A duty on sea salt manufactured, as likewise on salt extracted from the earth within the territories subject to the Presidency of Fort St. George, shall be levied by the local officers of revenue, either at the pans, or at such other places as may be directed by the Board of Revenue. A duty to be collected at such places as may be directed by the Board of Revenue.

6. The amount of the duty on salt at the respective pans and stations shall be at a rate to be determined by the Board of Revenue. Rate of duty to be determined by the Board of Revenue.

7. The duty on salt shall be paid by the purchasers, not by the manufacturers, and shall be considered distinct from the sale price. The duty by whom to be paid.

8. Salt exported by the sea shall be exempt from duty. Salt exported by sea exempt from duty.

9. Salt imported by sea shall be charged with the established duty, unless a rowannah, certifying that the salt duty has been paid elsewhere, be produced. To be charged with duty unless a rowannah be produced.

10. Salt imported by land into the territories subject to the Presidency of Fort St. George from the territories of Foreign, European, or Native powers, shall be charged with the established duty. Salt imported by land to be charged with the established duty.

11. The duty on salt imported by land or sea from the territories of foreign powers, shall be levied by the persons employed in the collection, frontier and Sea Customs, whenever it may be practicable to employ those persons. Duty by whom to be collected.

12. Persons employed in the collection of the salt duty shall be furnished by the local officers of revenue with a written authority to levy the duty, the authority shall specify the places where they are authorized to levy the duty, and also the rate of duty authorized to be levied on the salt. Persons employed in the collection of the duty to be furnished with the written authority for levying it.

13. Persons employed to collect the duty on salt shall be furnished with an official seal, on which shall be cut in the Teloogoo, Tamil, and Persian characters, And an official seal.

the name of the salt pans or stations at which they are authorized to levy the duty.

Rowannahs exempting the purchasers of salt from the payment of further duty to be granted them.

14. Rowannahs, exempting the purchasers of salt from the payment of further duty, shall be granted by the local officers entrusted with the collection of the salt duty, to persons paying the salt duty, and such rowannahs shall have the seal of the respective pans or stations annexed thereto.

Such rowannah to exempt persons who have once paid duty from further duty.

15. Persons having once paid the salt duty, and taken out a rowannah for the quantity purchased, shall be exempt from the payment of any further duty in the territories subject to Fort St. George.

Collectors to furnish their subordinate officers with blank rowannahs in the native languages.

16. Collectors of revenue shall furnish the subordinate officers of revenue, entrusted with the collection of the salt duty, with blank rowannahs, or certificates in the native languages, and in the following form:—

Seal.

Number of Rowannahs.	Date of Issue.	To whom granted.	Quantity of Salt Sold.	Where Purchased.	Price paid for it per Madras garce, or 320 measures.	Rate of Duty per Madras garce.	Amount of Duty received.	On what Laden.				Where going.	Remarks.
								No. of Bullocks.	Asses.	Bandies.	Coolies.		
			Garces		R. A. P.	R. A. P.	R. A. P.						

Rowannahs to be numbered.

17. Rowannahs shall be numbered in the English, Tamil or Teloogoo, and Persian languages.

And registers of those delivered to subordinate officers to be kept, and returns of them to be required by Collectors.

18. A correct register of blank rowannahs, delivered to officers entrusted with the collection of the salt duty, shall be kept by Collectors of Revenue, and a regular return shall be required by the Collectors in the form prescribed for the rowannahs, from all subordinate salt agents, of the rowannahs delivered to them.

Collectors to keep a register of all salt pans within their districts and of their produce.

19. The Collectors shall keep a register of all the salt pans within the districts under their charge, containing the names of the proprietors, whether Government or individuals, the average quantity manufactured at each, monthly, and the mode in which the produce is divided between the proprietors and the manufacturers. Collectors shall reduce the number of places of manufacture wherein it may be practicable, without injustice to individuals, to abandon the manufacture.

Return of these registers shall be made by each Collector half yearly to the Board of Revenue.

20. A return of these registers shall be made by each Collector half-yearly to the Board of Revenue, containing, in addition to the information noticed in the preceding section, an account of the quantity of salt sold at each pan from the period of the last return, whether for home consumption, for exportation by land or by sea, and a statement of duties collected from each.

No salt to be made or sold at any places except those included in the registers.

Penalty for the breach of the prohibition.

21. No salt shall be made or sold at any places except those included in the registers of the Collectors, and all salt manufactured or sold in breach of this prohibition, shall be liable to confiscation, and a fine, equal to the value of the salt, shall be levied by the local officers of revenue, under the authority of the Board of Revenue, from the persons engaged in the illicit transaction, whether as manufacturer, buyer, or seller.

Salt imported at places where customs are received liable to the rules prescribed with respect to other merchandize.

22. *First.* Salt imported by sea or land, at places where Sea Customs are received, or chowkeys established for the collection of frontier duties, shall be liable to the rules prescribed with respect to other articles of merchandize in Regulations XI and XII, 1803, except that a rowannah, in the form directed in the 16th section of the present Regulation, shall be issued, instead of the usual rowannah.

Exception.

Salt imported at places where customs may not be collected to be conveyed to the nearest station where salt duties are collected.

Second. Salt imported by land or sea at places where Customs may not be collected, and where frontier chowkeys may not be established, shall be conveyed to the nearest station where salt duties are collected, and regular rowannahs obtained for the quantity imported.

23. *First.* The Collectors and their officers entrusted with the collection of salt duties, on receiving information of any salt having been illegally manufactured, or imported, in breach of the provisions contained in sections 21 and 22, are empowered to attach the same, without giving previous notice to the judge or magistrate of the district, or, if they shall deem it necessary, they may apply to the magistrate, or any of the darogahs of police, to assist them in seizing the salt, and, on such application being made, the magistrate or darogah shall afford the assistance required.

Collectors and their officers in what manner to proceed on receiving information of any illegal manufacture, or importation, of salt.

Second. Officers of the Collector making seizures of salt are to transmit without delay, and by the most expeditious mode of conveyance of which they can avail themselves, a report of the circumstances of the seizure to the Collector. If the officer seizing the salt shall make any unnecessary delay in forwarding the required report, or shall omit to forward it, he shall be liable to a prosecution in the Dewanny Adawlut, for damages, by the proprietor, and to dismission from office, and to forfeit to Government any reward he might be entitled to in the event of the salt being confiscated.

Seizures of salt to be reported to Collector.

Third. Officers of the Collector shall not release any salt they may have once seized, without orders from the Collector, who may order any salt seized by his officers to be released, if he be of opinion, on inquiry, that it is not liable to confiscation, but he shall, invariably, report the release of the salt to the Board of Revenue.

Salt once seized not to be released without Collector's orders.

24. In all cases where seizures of salt may have been made, the Collector shall transmit notice of the seizure, and all the circumstances relating to it, to the Board of Revenue, with all practicable despatch, and proceed according to their directions.

All seizures of salt to be reported to the Board of Revenue,

25. The Board of Revenue shall determine when the salt be liable to confiscation, and if they shall order it to be released, the seizers shall be liable to be sued for damages in the Dewanny Adawlut, by the proprietor of the salt; and the person having made the seizure shall defend the suit at his own risk. In such cases, however, the Board of Revenue, if, on a consideration of the circumstances and the conduct of the person by whom the seizure may have been made, they shall deem it proper so to do, may indemnify him for the consequences of the suit, or order it to be defended on the part of Government, or adjust the matter with the proprietors of the salt, reporting the measures which they may adopt to the Governor in Council, for his information.

Who are to determine when the salt be liable to confiscation, and if they shall order it to be released, the seizers liable to be sued for damages by the proprietor at his own risk.

Or if the Board of Revenue shall approve the conduct of the seizer, they may indemnify him for the consequences of the suit, or order it to be defended on the part of Government, or adjust the matter with the proprietor.

26. If the Board of Revenue, on a seizure of salt being reported to them, shall be of opinion that it is liable to confiscation, they shall confiscate it, and proceed to the sale thereof when it may be deemed advisable. Any person dissatisfied with their decision shall be at liberty to prosecute Government in the Court of Dewanny Adawlut of the zillah in which the seizure may be made, in the mode prescribed by the Regulations.

If the Board of Revenue shall be of opinion that any seizure of salt reported to them is liable to confiscation they shall confiscate it and proceed to the sale thereof.

Any person dissatisfied with their decision at liberty to prosecute Government.

27. The proceeds of sales of salt confiscated by order of the Board of Revenue, and the amount of fines levied, shall be divided as follows: one fifth to the officers making the seizure, two-fifths to the person or persons on whose information the seizure may be made, and two-fifths to the Company.

Proceeds of sales of salt confiscated, and amount of fines levied how to be disposed of

28. Copies of this Regulation, with translations in the Persian and the several local dialects, shall be publicly fixed up in all chowkeys and places where salt duty may be collected. If any officer entrusted with the collection of the salt duties shall neglect to publish this Regulation in the mode here directed, any person whose salt may be confiscated, or who may be fined under this Regulation, shall recover from that officer the value of the salt and the amount of the fine on proof in the Adawlut Court that translations of the Regulations were not fixed up previously to the confiscation taking place or the fine being levied.

Copies and translations of this regulation to be fixed up in all places where salt duty may be collected.

Collectors neglecting to publish the regulation liable to be sued by any person whose salt may be confiscated, or who may be fined for the recovery of the amount.

29. In districts where no Zillah Court has been established, Collectors shall conform to the principles of the regulation, as far as it may be practicable for them to conform.

In districts where no Zillah Court has been established, Collectors to conform to the principles of the regulation.

Appendix E.—No. 12.

Minute of Mr. Falconar.

On the Salt Revenue of the Company's Territories subject to Fort St. George, the policy of establishing a Monopoly of that article in preference to leaving it free, of collecting a Duty in addition to the usual selling price, and pointing out the important improvement, in a financial view, of which it is susceptible.

Office of Board of Revenue, June 28, 1804.

1. So long ago as the month of October, 1803, I had occasion to state to the Board, in the fullest manner, my sentiments with regard to the best mode of administering the revenue derivable from salt.

2. I observe that the Board, in the arrangements now proposed by them, have adopted some of my ideas, but differ with me in an essential point, on which, in my mind, the prosperity of the revenue derivable from salt principally depends. We agree in the eligibility of augmenting the receipts of Government from this source, rather by levying a reasonable duty than by imposing an increase of price; but differ as to the expediency of monopolizing the manufacture and sale of the salt on which the duty should be levied.

3. The Board contend that "the adoption of a monopoly by the Company would be an infringement of the hereditary privileges of merassidars, whose rights must, in consequence, be resumed, and that much difficulty would attend the adjustment of a fair compensation to them;" and

4. "That a monopoly would be impracticable and impolitic with respect to the salt of foreign settlements."

Salt. 5. Now it appears to me, *first*, that the position assumed by the Board, in favour of merassidars or cultivators, is repugnant to a fundamental principle of the permanent system of revenue,* which recognises no proprietary right as inherent in merassidars, and expressly reserves in the hands of Government this source of revenue.

6. *Secondly.* That granting to merassidars, or cultivators, the fair price of the full extent of their salt would be a mode of compensation not only extremely just and easy to be effected, but highly advantageous and acceptable to them, inasmuch as it would give them a certain, in lieu of a precarious, income.

7. *Thirdly.* That the practicability and policy of a monopoly, as relates to the salt of foreign settlements, is in favour of the adoption of the measure.

8. *Fourthly.* That it appears to be the only efficient mode of deriving an increased revenue from salt.

9. And, *lastly*, I shall add some general observations elucidatory of a subject so important, an enlightened discussion of which may contribute essentially to the augmentation of the Company's finances.

10. I proceed to the illustration of these positions.

11. *First.* The branch of the public finances derived from the manufacture of salt has long appeared to be susceptible of much amelioration, it has hitherto been so inconsiderable, not exceeding, I believe, star pagodas 44,000 per annum,† as to justify every attempt to improve it, little loss can ensue from the experiment; and it appears to be very practicable to render it a source of much gain.

12. It was proposed, in 1795, that an extended importation of salt from the Northern Circars should be made annually into Bengal, provided it could be done without impairing the large revenue annually realized there from the sale and manufacture of that article; but, as it was then apprehended that the adoption of the measure, to any extent, might injure the salt revenue of Bengal, it was soon after abandoned.

13. The Board of Revenue subsequently, in September, 1799, recommended to Government‡ a more efficient and less objectionable scheme, viz.—the policy of securing to the Company the monopoly of salt throughout the peninsula, in like manner as now obtains in the provinces of Bengal; and, although very material obstacles to the measure at that time existed, from the divided authorities and collision of interests in the Carnatic, yet it was considered to be practi-

* Regulation XXV, of 1802, &c., &c.

† 63,000 star pagodas, gross revenue 44,000. after deducting expenses.

‡ To Government, 2nd September, 1799.

cable notwithstanding; and the expediency of the proposition* was deemed to be so important that an annual equivalent to the revenue derived from this source by the then Nabob of the Carnatic and Rajah of Tanjore, was proposed the Supreme Government to be paid inmoney to those princes, provided they by relinquished to the Company the exclusive privilege of manufacturing and selling salt.

14. The treaties of Tanjore and the Carnatic happily obviated the difficulties which had till then opposed this important arrangement, by transferring these valuable dominions and, consequently, this inherent prerogative, to the East India Company.

15. In the further prosecution of this object it was proposed by the Board of Revenue that, on the introduction of the permanent assessment of the land revenue, and transfer to the respective landholders of the proprietary right in the soil, the revenue arising from the manufacture and sale of salt, saltpetre, &c., should be excepted and retained exclusively in the hands of Government; that, on assessing the Jumma of the estates of proprietors, who should thus lose the privilege of manufacturing or selling salt, the amount of the salt revenue should first be deducted from the gross produce, and a proportion of one-tenth part of the net produce from salt be allowed them, as their melikana, or proprietary portion of that article.

16. These principles having been approved by the Governor in Council† and by the Supreme Government‡ were finally recognised and enacted into a Regulation§ of this Government, on the 1st of January, 1802, by which "Government reserves to itself the entire exercise of its discretion, in continuing or abolishing, temporarily or permanently, the articles of revenue derived, according to the custom and practice of the country, from *salt*, saltpetre, customs, &c., exclusively of which the permanent assessment of the revenue has been made."

17. Here is no reservation in favour of any class of subjects—the exclusion is absolute. The merassidars alluded to by the Board are the native, hereditary, manufacturers of salt, or inhabitants with the conditional occupancy and usufructuary privilege of lands in which salt is manufactured, by labourers hired for the purpose.

18. I protest I am uninformed of any preference due to the claims urged in favour of these salt manufacturers, before the more legitimate pretensions of the native chiefs of the country—the rajahs, poligars, and zemindars, who have been unequivocally divested of their ancient rights in this respect.

19. Whatever weight be due to the opinion of the present Board of Revenue, against the policy of a monopoly, which, after mature deliberation, had been recommended by a former Board,‖ been adopted by this Government, and finally confirmed by the Governor General in Council,¶ I am sensible that a measure so sanctioned can derive little support from the coincidence of my humble vote; but, unless warranted by the strongest deductions of reason, and sanctions of experience, I profess that I should not have expected to see doubted the expediency of an arrangement, which, independently of the intrinsic evidence of its propriety, had obtained the formal sanction of a general law,** and been made a specific condition of every individual cowl†† issued by Government to the newly-constituted proprietors of land. The experience of a long series of years has demonstrated that we cannot derive a large revenue from salt if the trade be kept open; whilst reason and experience combine to prove that a monopoly, as in Bengal, would be highly productive.

20. In my humble opinion, therefore, the arguments of the Board against the adoption of a monopoly, founded on the interference it would occasion with the hereditary rights of the Merassee manufacturers, are repugnant to an established principle of the permanent system‡‡—incompatible with the prescribed policy of Government§§ as relates to the mode of administering the salt revenue, and calculated to oppose a considerable augmentation from this source of our finances.

* See paragraphs 456 and 457 of Board of Revenue's letter to Government, 2nd September, 1799.

† Letter of Government to the Board of Revenue, January 1800.

‡ Extra paragraph 100 of the Governor-General in Council's letter:—

"The Governor-General in Council is of opinion that it would not be the less advisable, to retain *exclusively* in the hands of the Company, the manufacture of salt *in every part of the territories*, under your Lordship's Government."

From Bengal, 31st December, 1799, paragraphs 96 and 101.

§ Regulation XXV, A.D. 1802, Section IV.

‖ To Government, 2nd September, 1799.

¶ From Bengal 31st December, 1799.

** *Vide* Reg. XXV, of 1802, above referred to.

†† *Vide* Article 4 of the Sunnud-i-Milkeut Istemrar, or new Deed of Permanent Right.

‡‡ Regulation XXV, Anno. 1802, and Regulation XXXI, Anno. 1802.

§§ Regulation XXXV, Anno. 1802.

21. *Secondly.* With respect to the difficulty of adjusting an indemnification to the Merasi manufacturers of salt, it appears to me so easily obviated, that I am surprised it should have been viewed in the light of a "*serious objection.*" It is notorious that the salt manufactured far exceeds the demand; that, besides the uncertainty of the demand, affected as it is by various causes, the salt of the manufacturer, if not immediately sold, is obnoxious to damage from rain, to waste, and to loss; the salt being manufactured expressly for sale, it is indifferent to the manufacturer who may be the purchaser.* He is apprehensive merely lest it remain on his hand. Now, if Government agree to purchase his salt in all seasons, at a certain price, he derives a security from contingencies which he did not before possess: this security stimulates his industry, and cheers his labour. The actual, or the reputed, extent of his manufacture should be the bound of his demand, and the rate of commutation should be the price in the market. This rule is alike applicable to enâámdars, russumdars, yeomiahdars, and others, enjoying fees, benefices, or eleemosynary allowances, payable in kind from the salt manufactured; and appears to me, as it did to our superiors, to be a very easy mode of dissipating the "serious objection"† apprehended by the Board with respect to the compensation to be made to the Merasi manufacturers. I observe that the late Special Commission were duly impressed‡ with the propriety of establishing a monopoly, and reserving in the hands of the company the exclusive manufacture and sale of salt, in conformity with the principles and orders§ to which I have alluded, and that they expressly prescribed the mode in which the Merasi inhabitants and manufacturers were to be compensated, which was precisely that now recommended by me. The levy of a duty, over and above the price, would effectually obviate the frivolous objection adduced from the letter of the late Collector of Western Pushcush;‖ an objection which, I believe, was not urged, and does not apply to either of the propositions now in discussion, being made against the plan then proposed, for raising at once the selling price of salt from 6 or to 30 pagodas, per garce.

22. *Thirdly.* The Board anticipate another difficulty to the adoption of a monopoly from the possibility of the French, Dutch, or Danish nations being guaranteed by treaties in the privilege of manufacturing, selling, and exporting salt, and the consequent difficulty of excluding them from a competition with the Company.

23. It is, probably, unnecessary for me to inform the Board that the only privilege of this nature possessed by any of those powers, was that granted to the French nation by the treaty of Paris, for importing into, and vending in, Bengal, 2 laks¶ of maunds of salt from their pans at Pondicherry and Karrikal. They did possess the means of making salt at these places and at Yanam. I believe little or no trade of this kind was ever carried on by the Dutch or Danish nations. At present no political difficulties exist with respect to any of them.

24. In the event of a future pacification with the two first of these powers, if it should be deemed superfluous to stipulate for the continuance of their exclusion from the sale of salt in the Company's territories, nothing can be more easy, isolated as their territories are, than by the levy of a duty, the interdiction of the transit, or the policy of our internal economy, to prevent their interference from impairing the advantages derivable from this article. Thus, the formidable difficulties apprehended by the Board from the salt of foreign settlements, appear to be capable of the most facile removal; and the practicability and and policy of a monopoly, as relates to the salt of foreign settlements, is in favour of the adoption of the measure.

25. *Fourthly.* The establishment of a salt monopoly, besides being sanctioned by the advice, and corroborated by the example, of Bengal, seems to be the only efficient mode of deriving an increased revenue from salt. This article is now so generally manufactured, that it is not much more valuable than sand. The quantity estimated to be annually made at the present pans exceeds the estimated quantity annually sold nearly half; and the quantity manufactured annually it is possible to double. It is from this facility of manufacture and freedom of sale that the revenue of this Presidency from its salt, contrasted with that of Bengal from the same source, is so discreditably trifling. Why may we not, by a similar policy, derive advantages comparatively similar? Experience has demonstrated that these advantages can never result from the present supine system of administering the salt revenue. The Board of Revenue propose to throw open the trade, to continue this system, whilst, by the levy of a duty, in addition to the former price, they multiply the temptation, and increase the facilities to smuggling.

* In paragraph 457, Board of Revenue's letter to Government, 2nd September, 1799.
† See report above referred to, and letter from Bengal, 31st December, 1799.
‡ See 2nd paragraph of their circular letter to Collectors, dated 29th September, 1802.
§ Circular to Collectors, dated 29th September, 1802.
‖ From Mr. Stratton, dated 28th December, 1802. ¶ 1640 Garces.

26. If the manufacture be free, an equal, or a larger, quantity may be expected to be prepared, but the open demand will most likely be diminished by an augmented price. In proportion to the quantity prepared, will smuggling be facilitated, the duties eluded, and the revenue impaired. The quantity estimated to be annually made is supposed to be twice as much as is purchased; the expense of manufacture is, consequently, doubled, the facility of illicit sales increased, the probability of waste, and the actual loss, much augmented: limiting the manufacture, therefore, whilst it would diminish the expense and decrease the risk, would also considerably enhance the value. I would beg leave to recommend that this limitation should be proportioned, as nearly as practicable, to the annual demand: that *one general agent* should be appointed to superintend and regulate the whole detail, whose pay or commission ought to vary with the amount of the salt revenue. The Collectors of land revenue, who cannot themselves, owing to their avocations, sufficiently attend to this important department, might be of great assistance by an effectual co-operation with the agent; and the illicit preparation, vend, export, import, or transit, of salt, should be effectually restrained by adequate regulations.

27. *Fifthly.* It remains for me next to endeavour, as I proposed, to illustrate this important subject by such general observations as have occurred to my mind on an attentive consideration of it.

28. It may be useful to inquire how far it is practicable to improve the revenue derivable from salt, without discouraging the Brinjarries and Corchewars, the itinerant traders of the country, by too sudden an increase of price, diminishing the comfort of the people, or reducing them to the alternative of resorting to other marts, or substituting earth, for sea, salt.

29. In discussing this general head it will tend to greater perspicuity to divide the subject into the following branches:—

30. *First.* The quantity of salt usually manufactured from the present pans, and to what degree the manufacture is capable of being extended.

Secondly. The quantity consumed within the territories subject to this Presidency, and exported by sea and land.

Thirdly. The extent to which the revenues might be increased, calculating on the probable population, and on clandestine manufacture and sale being effectually prevented,

Fourthly. The rate of duty which it may be expedient to impose.

31. *First.* By statements prepared in the year 1795, it appears that the salt annually manufactured at the pans then worked was 21,278½ Madras garces, and that it was practicable to augment the manufacture to the extent of 31,958 garces more, making an aggregate of 53,236½ garces. By more recent statements, there is reason to believe that the manufacture might be extended in a still greater degree.

Garces.
31,958
21,278½
53,236½

32. *Secondly.* By the same statement of 1795, it is estimated that about 3,752 garces are consumed *within* the Company's territories subject to this Presidency; that 4,524½ are conveyed inland by the Brinjarries, &c.; and we may calculate the annual exports by sea at about 4,00,000 of maunds, or 3,280 garces; making an aggregate disposable quantity of 11,556½ garces, and leaving a residue of the quantity ordinarily manufactured of 9,722 garces.

Garces.	Garces.
3,752	21,278½
4,524½	11,556
3,280	9,722½
11,556½	

33. *Thirdly.* The consumption of salt, as a necessary ingredient in human food, can be very little affected by a large or small price. The quantum consumed by each individual is but trifling; that quantum he must have, however dear, and however cheap he will rarely be induced to buy more. It is given by the natives in considerable quantities to their cattle. An inferior kind, when it can be procured reasonably, is often used by them to cure or salt fish, and to form a compost for their lands; but, except as manure for lands, and as an ingredient in the food of man and of cattle, it is scarcely used for other purposes. Whilst, therefore, the number of inhabitants and cattle in the Peninsula remains nearly the same, there will not be much variation in the consumption of salt. Canara is the only acquisition we have made since 1795 that opens to us a new market; but it is of little importance. All our new territories above the Ghauts, while under the dominion of Tippoo, late Sultan of Mysore, and those of Nizam-ali-Khan, late Subahdar of the Dekkan, derived their supplies from the Coromandel Coast. Although, therefore, these territories have fallen into our hands, the consumption of coast salt cannot be, thereby, increased.

34. The Brinjarries and Corchewars, by whom salt is carried from the coast, were always encouraged by those native powers, more perhaps than by us, because they had been longer acquainted with the benefits rendered by these itinerant traders in times of war.

35. The only circumstance attending our acquisition of territory, that is likely to increase the consumption of coast salt, is the chance of a longer enjoyment of internal tranquillity; for in war, the Brinjarries, being chiefly employed by the contending armies, carry less salt from the coast: but, as the consumption continues the same, the deficiency of sea salt is supplied by that which is extracted from the earth in the inland districts.

36. In their Report of September 1799, the Board of Revenue state that they had no satisfactory data by which they could calculate the population of the Company's territories, including the conquest of 1792, the dominions of the Nabob of the Carnatic, and those of the Rajah of Tanjore. They, nevertheless, concluded, from the extent of the provinces, that the population rather exceeded, than fell short of, ten millions.

37. Assuming the quantity of salt annually required by each individual at 12 lbs., they estimated the whole annual consumption at 12,000 garces, and, computing on an increased price (per Madras garce, 30 star pagodas), calculated on an annual gross revenue from salt of 3,60,000 star pagodas. From this however should have been deducted the shares of the Merassee and other manufacturers' maniems, russums, &c.

38. From documents on the records, I imagine that the population as above stated is taken on too low a scale, whilst the annual quantity of salt consumed by an individual is, perhaps, rated rather high.

39. By Returns made to the Board of Revenue in 1802, the population within the Company's territories only amounts to nearly ten millions: but the population which is supplied with coast salt is perhaps nearly twice that number; for besides the inhabitants of the British territories, a great proportion of the population of the Maratta States, those of the dominions of His Highness the Nizam and of the Rajah of Mysore are furnished with this necessary article from the cotaurs (pans) of the coast.

40. The estimated consumption of an individual, according to the calculation of 1795, was on an average 12 lbs. per annum. In Bengal it is supposed to be 9 lbs. each per annum. The natives on the coast have a mode peculiar to themselves of calculating this quantity. They allege that the proportion of one-thirtieth part of the rice is equal to the whole quantity of the salt which is necessary for the consumption of an individual in a month; *i.e.*, if an individual in a month consume thirty seers of rice, he will require in the same time one seer of salt. But this mode of calculation is so indefinite, and evidently so exaggerated, that it cannot be admitted in a calculation of this nature. By it, the consumption of an individual would exceed 24 lbs. per annum. This I apprehend to be far beyond the truth, since by the following calculation of the average consumption of a family of twelve persons, among the respective classes of the natives of the peninsula, each of which class it should be observed uses this article in a different ratio from the other, the average quantum required by one person may be more exactly deduced.

A family of twelve Brahmins consume	per	Mensem	6	Seers; per Annum	=	72	Seers.
Do. of Rachwars and Rajpoots ..	per	do.	5	do.....do.	=	60	do.
Do. of Rayets ..	per	do.	4½	do.....do.	=	54	do.
Do. of Mussulmans	per	do.	3	do.....do.	=	36	do.
48 people.		do.	18½	do.....do.	=	222	do.

41. Hence it is observable that four families, consisting of forty-eight persons, some of them Mahommedans, and the rest proportions of the higher and lower order of Hindoos, will consume in a year 222 seers of salt, which makes the annual quantum requisite for an individual, about 9 lbs. 10 oz. avoirdupois.* This corresponds with the average rate of consumption in the Bengal provinces; and, as it is, unquestionably, the most natural mode of computation, should, therefore, be the most accurate.

42. It is proper, however, to remark here that the quantity necessary as above stated is when no earth salt is used;† where it is made, the rayets use it in the proportion of 3 to 1 of sea salt, and the other classes in the proportion of 1-5th or 1-6th to 1.

43. Assuming, therefore, 9½ lbs. to be the annual consumption of salt by an

* Seers.
222
2 lbs. each

48 ÷ 462

9 lbs. 10 oz.

† N.B.—The process of extracting salt from the earth is different in different parts of the country. Above the Ghauts, it is produced by lixiviating earth impregnated with salt. They pour on the earth a sufficient quantity of water to dissolve the salt. A liquid, in no respect differing from sea-water, (except as it may be more or less highly saturated) is thus obtained, and must be treated either with artificial or solar heat, until the aqueous part evaporates—pure salt remains. In Mysore they form of soft tenacious clay, a vessel, or rather a cavity in the earth, lined with this clay in the form of an

individual, computing the population of the territories subordinate to this presidency at ten millions, and calculating the inhabitants of other States supplied with salt from the coast at five millions more (which I consider to be a moderate calculation), the home consumption, according to this hypothesis, would be 9,500 garces, and the foreign 4,750, making an aggregate of 14,250 garces, independently of what may be used for cattle, salt provisions, and land, and exclusively of exportations by sea, to which last point I shall now advert.

44. The only marts for salt exports by sea are Bengal, Canara, and the West Coast of Sumatra.

45. The exportation to the former by contract is generally limited to four or six lakhs of maunds,* and that by permit I believe scarcely exceeds one lakh of maunds.

46. Canara is supposed to produce annually about 1,247 garces, and to import from Bombay, Goa, and Malabar about 622, making an aggregate of 1,869 garces, whence are supplied the inhabitants of Canara, Sunda, the Mysore, and the contiguous districts of the Mahratta State.

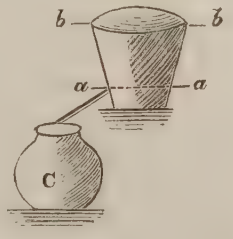
47. Both in Canara and Malabar landed property is on a different footing to what it has been considered to be in the other territories subject to this Presidency. There the greater part of the salt pans is, and for a long series of time has been, deemed to be the hereditary property of the jellenkars or native landholders; and it may be expedient for the present to have things there as heretofore, until matured arrangements for the landed property, the salt, and Custom revenue shall have been determined upon (unless the jellenkars should be disposed to acquiesce in the general arrangement respecting salt). Meantime the Collectors, under the control of the Board of Revenue, can take such measures with regard to this salt as may be proper and least likely to interfere with the general arrangement.

48. By restraining strictly the foreign imports and exports by sea and land, except on account, or by authority, of the Company, levying a duty, and procuring a remission of duty on salt passing through the Mysore territories, the revenue from this article is capable of much improvement in Canara and Malabar.

49. Formerly large quantities of salt were exported from the shores of Coromandel to the West Coast of Sumatra and Acheen; but it is said that some native manufacturers from Porto Novo and Nagore, having been induced to proceed to the Sumatra coast, instructed those islanders in the mode of manufacture, which circumstance has rendered our salt exports thither in these days very inconsiderable. Besides, it is a question whether it were possible to raise the price to these transmarine purchasers to any considerable amount, without endangering the loss of their trade, by inducing them to resort to other markets.

50. Assuming the consumption in the peninsula supplied from the Company's pans to be 14,250 garces,† the exports by sea to be, moderately speaking, 3,280 garces, the annual demand, or the quantity to which the sales might be extended, will be about 17,530 garces; but as there would be a wastage in so large a quantity,—of, say, 10 per cent.,—the provision might be authorized of 19,283 garces.‡

inverted cone. From the bottom of this vessel a bamboo tube, dipping in a slight degree from the horizontal line, conveys the lixivium to a large earth vessel (C) to the depth represented by the line (*aa*). Dry weeds or straw, *in strata*, crossing each other, are laid. The earth, impregnated with salt, is then put in to the height of about (*bb*)—and lastly, common water. The weeds at the bottom operate as a filter, and the lixivium is received into the vessel C, perfectly transparent. It is then carried to a common iron boiler, to be evaporated at Colar. The salt being combined with a large proportion of magnesia is exceedingly bitter. To the southward of the Cavery it is very pure, the bitter scarcely perceptible, a small quantity of magnesia is combined with the muriatic, or marine, acid which exists in all sea water. This is dissipated by solar evaporation.



	Maunds.	Garces.
*	4,00,000	= 3,280
	6,00,000	= 4,920.

Garces.	
† 14,250	Inland Consumption.
3,280	Export by sea.
17,530	
1,753	Waste.
19,283	Necessary annual provision.

‡ N.B.—Probably some allowance should be made for the consumption of earth salt, which, in foreign territories, and in the interior of our own, cannot be restrained.

51. *Fourthly.* I now proceed to the fourth point proposed for discussion; viz., the amount of the duty which it would be right to impose.

52. It is obvious that the safer mode of proceeding is to increase the duty by degrees from a low rate to a higher, because by too sudden an increase the people might be compelled to use a greater proportion of earth salt as a substitute than they do at present.

53. The sale price at the pans is on an average about star pagodas 6 and 6 fanams per Madras garce.

54. Supposing then, that an addition of 20 cash per seer, or 20 fanams per bullock-load of 80 seers, were levied as a duty, in addition to the usual selling price at the pans, this, as I shall proceed to show, would be a moderate assessment and would produce a very considerable accession to the revenue. The expense to the inhabitants, in most places, would be enhanced in no material degree. If even 40 cash additional were charged at the pans, the additional price would be felt only by that class of the community living near, or about 50 miles inland from the pans—but this can be no objection, considering the very trifling price of the quantum necessary for the annual consumption of an individual; "the prices under the native governments of this country were often 40 cash per seer higher than at present, without materially affecting the consumption; but, if 40 cash were imposed at once, it might lessen the demand. It would be right, therefore, to confine it, for the first year or two, to half that rate at the utmost."*

55. It is necessary to the illustration of this part of the subject to remark, that the duty of 20 cash per seer would add to the selling price only 28 star pagodas and 24 fanams† per Madras garce, would enhance the annual expense of an individual's consumption 1 fanam and 11 cash, and, added to the average price of a garce at the pans, would make the annual expense of an individual for salt, about 1 Madras fanam and 31 cash, prime cost.‡

56. Now, if a duty of 20 cash per seer§ were levied on 14,250 garces,‖ the aggregate quantity computed to be annually necessary for the consumption of those inhabitants of the peninsula, who are supplied from the Company's pans, it would produce an additional revenue of 4,07,142 star pagodas,¶ exclusive of the revenue derived from salt exported by sea, calculated at about 11,081 pagodas,** and the usual proportion of the selling price at the pans not included in the above, say 48,144 pagodas.††

57. If experience should prove that in a series of years this sum could with safety be doubled, *i. e.*, that 40 cash per seer could be imposed without affecting

* Extract from a letter from Major Munro, 24th May, 1803.

† If 1 Seer. : 20 Cash. :: 4,800 Seer.
4,800

80)96,000 Cash

42)1,200 Fanams.

28 Star Pags. 24 Cash.

If 10,000 lbs. : 1,200 Fs. :: 9½ lbs.
9½

10,000)11,400

Fanam 1-11$\frac{3}{10}$ Cash.

S. Ps. Ch.
28 : 24 Duty at 20 cash per seer.
6 6 Average selling price.

34 30 per Garce.

If 10,000 lbs. : 34 S. Ps. 30 Fs. : 9½ lbs.
42

1,458
9½

10,000)13,851

Fanam 1-30$\frac{8080}{10000}$

‡ The prime cost of the same quantity, at the annual sales in Bengal, I have understood to be about six times this rate.

§ The duty of 20 cash per seer is merely suggested as appearing capable of being paid at first, without being felt excessive, and it is assumed as a means of calculation. Should a lower price be considered necessary, in the first instance, it would of course be imposed.

‖ Garce. Star Ps.
Home Consumption .. .. .. 9,500—2,71,428
Foreign „ .. .. .. 4,750—1,35,714
14,250—4,07,142

¶ Garces. 14,250
4,800 Seers.

4)684,00,000 Cash.

42)171,00,000 Fanams.

4,07,142 Star Pagodas.

S. Pags.
4,07,142 Duty at 20 cash per Seer.
** 11,081 Export to Bengal.
†† 48,144 Proportion of selling price at the Pans.

4,66,377 Star Pagodas.

the comfort of the people, it would be superfluous to point out the high importance of a vigilant attention to the easy improvement of this branch of the resources of the State.

58. But to the attainment of this object it is essentially necessary, in my humble opinion, to establish a monopoly, rigidly to prevent the illicit manufacture, sale, export, import, or transit of salt; and this I apprehend cannot be effected, nor the extensive details of the salt department managed with energy and circumspection, without a general superintending agent or controller, with whom each of the Collectors of Land Revenue, the judges, magistrates, and other public officers, should be instructed to co-operate, each in his particular department.

59. It would, no doubt, be more convenient to employ those pans chiefly, which are most contiguous with the passes to the upper country, and it might perhaps be expedient, in some situations, to establish depôts or stores, at a small expense inland.

60. I have prepared the outline of a set of regulations founded upon the principles stated in this minute.

61. *Finally.* Upon this subject I think it right to refer to the expediency of the proposition recommended in the 469th and subsequent paragraphs of the letter from the Board of Revenue to Government, dated the 2nd of September, 1799.

62. It thence appears, that the salt manufactured in Bengal is unequal to the consumption: that the charges of manufacturing salt there are estimated at Sicca rupees 70-1-2 per 100 maunds.

63. Coast salt is delivered at the Company's golahs, at Sicca rupees 57 on permit, and on contract at Sicca rupees 67-14-2 per 100 maunds. The quantity can be increased to any extent to which freight can be procured, and the quality is capable of much improvement.

64. Hence a large augmentation of the coast revenue appears practicable without diminishing that of Bengal: for if 10,00,000 (lacks) of maunds additional were imported from the coast, instead of manfacturing that quantity at greater expense in Bengal, it would be productive of the benefits of increasing our revenue, encouraging the country craft trade, and, at the same time, effect a small saving in the expense of manufacture.

N. Falconar.

Office of the Board of Revenue,
Dated June 28, 1804.

Appendix E.—No. 13.

To the President and Members of the Board of Revenue.

Fort St. George, August 29, 1804.

Gentlemen,

Paragraph 1. The Right Honourable the Governor in Council has received your letter of the 28th June, with the papers connected with the regulation proposed to be enacted for the future management of the revenue derivable from salt.

2. The introduction of a monopoly of salt on the part of the Company, on the principles of that established in Bengal, having been prescribed by the orders of the Governor General in Council, his Lordship in Council is of opinion that it will be proper that the intended regulation for managing that branch of the revenue of this coast should be framed conformably to that principle, and desires accordingly that such modifications may be introduced in the draft of a regulation which you have submitted as may be necessary to adapt it to that purpose.

3. I am directed at the same time to state that it is the intention of his Lordship in Council to refer the subject to the final determination of the Governor General in Council.

I have, &c.

E. C. Greenway, *Secretary to Government.*

Appendix E.—No. 14.

To the Right Honourable Lord William Cavendish Bentinck,
in Council at Fort St. George.

My Lord, *Fort William, July* 4, 1805.

The Governor General in Council has had the honour to receive a letter from your Lordship in Council, dated the 5th of April last, inclosing the draft of a regulation* for regulating the revenue derivable from salt.

2. The Governor General in Council approves the general principles of the plan proposed by your Lordship in Council for improving the branch of the public revenue derived from the manufacture of salt. Adverting, however, to the intended restrictions for preventing the illicit sale and transportation of salt, it appears to his Excellency in Council to merit consideration whether those restrictions may not, in some instances, impede the general trade in that article. The Governor General in Council is aware that, in order to derive the expected advantages from the exclusive manufacture, every practicable degree of vigilance and precaution must be employed in order to prevent illicit traffic in salt; but if that end can be attained without subjecting the trade to the restraints proposed by the regulation; the Governor General in Council conceives that not only the convenience of the community, but likewise the advantage of Government (by eventually increasing the consumption of salt) will be essentially promoted. It will rest with your Lordship in Council to determine on the expediency of dispensing with any of those restrictions with reference to these considerations.

3. The first clause of the 8th section of the abovementioned regulation empowers the Zillah Courts to punish persons convicted of the illicit manufacture of salt. The Governor General in Council concludes that it was intended that decrees passed under that section of the regulation should be appealable (in common with all other causes of equal amount) to the higher tribunals. To preclude all doubt, however, on that point, it may be advisable expressly to declare that an appeal will be to the superior tribunals from all judgments passed by the Zillah Courts in suits of the description above-stated.

4. The Governor General in Council authorizes the publication of the proposed regulation, with any amendments which it may appear to your Lordship in Council to be advisable to adopt on a consideration of the preceding remarks.

We have, &c.
Wellesley,
G. W. Barlow,
G. Udny.

Appendix E.—No. 15.

Extract, paragraphs 32 to 38 of a Letter from F. N. Maltby, Esq., Collector of Canara, to the Board of Revenue, dated the 3rd September, 1851.

32. One very important question still remains, viz., whether not only the measure of admitting Bombay and Arabian salt which I now propose, but that of admitting Goa salt which has been already put in practice will necessitate any change in the management of the home produce of this district. It would be a very false practice to give the foreign producers any advantage over our home manufacturers, the object should be to place them on an equality.

33. But it is clear that our monopoly salt is in some degree superseded in the north of the district by the imports from Goa, and it will, probably, be in some degree superseded in the south by the imports from Bombay under the proposed rules.

34. An equality may be established either by exchanging the monopoly for an excise, and throwing the trade open, or by reducing the monopoly price.

35. Either of these measures, however, involves considerations so complicated, that I am desirous of examining the subject more minutely than it has yet been in my power to do, before I can venture to suggest which course would be preferable, and I do not think that any immediate change is necessary. I think it is desirable to watch the effects of the proposed rules before any change

* N.B.—This was the regulation for establishing a monopoly.

is made. The only effect that can at present result is the accumulation of a stock of our own salt; but, so far, the sales of our own salt have increased, notwithstanding the imports from Goa, and the importation of Bombay and Arabian salt is not likely to have any sudden effect; our home manufacture will proceed in the usual manner, till proof appears that some change is desirable.

36. The manufacture is confined to the northern half of the district. The Arabian trade is carried on with the southern half, and it is in this division alone that Bombay salt has been sold hitherto. I therefore recommend that Bombay and Arabian salt be admitted into the southern parts of the district, and the monopoly be conducted for the present as heretofore, such reductions being made in the selling establishments as the diminished sales at our coties may indicate. Such reductions are likely to be called for only in the establishments for the supply of salt to the merchants above the Ghauts.

37. I will only add the following calculation of the profits derived by Government from this branch of revenue for five years previous to the admission of Goa salt, and in the past year, which I think tends to prove that the measures I propose will increase the revenues of Government. I subjoin the calculation upon which the profit upon each garce of salt under the present system is computed to be rupees 91 : 10 p.

38. The result I draw from these statements, is, first, that the admission of Goa salt at a fixed duty has been profitable, and that the admission of Bombay salt is likely to be equally so; secondly, that an excise on our own salt at the same rate would be advantageous, if it should prove practicable to substitute this for the present monopoly, without giving room for illicit manufacture.

Appendix E.—No. 16.

Extract, paragraphs 3 to 7, of a Letter from the Collector of Canara to the Board of Revenue, dated the 3rd December, 1851.

3. I will only observe that if the duty is reduced to the average profit derived by Government from the native salt, it will be a most advantageous measure, both to the Government and to the consumers; but, as long as the monopoly is maintained, it will tend to depress the home manufacture, because the home manufactured salt will come to market through the expensive machinery of the monopoly, while the foreign salt will be more economically managed. It may thus be expected that the monopoly will be gradually undersold.

4. The home manufacture is however already so restricted that its interest is not to be put in competition with the advantages to the community, and to the Government of the proposed measure.

5. But I am not aware of any insuperable obstacles to allowing our home manufacturers to compete fairly with those of Bombay and foreign countries. The excise which the Court of Directors state prevails in the Bombay and Bengal Presidencies may, I think, be advantageously introduced into this district; at least, I am not aware of any peculiarities in the manufacture of this district which renders this impracticable, although it is liable to all the difficulties of any great change.

6. An excise and import duty are easily adapted one to the other, while a duty and the monopoly can hardly coexist without injury to the monopoly. Should the excise be introduced, we may expect to avoid the anomaly of purchasing abroad salt which may be made more cheaply at home; of restricting the production of this necessary of life in order to keep up its price, and by so restricting it, of having to pay twelve rupees per garce, for what is sold at the Goa pans for five.

7. The change will not be agreeable to our present manufacturers, who, under the system now prevailing, enjoy a monopoly and are paid a liberal price; to the servants of Government the reduction of a large establishment will be a serious evil; but to the consumers and the Government, and to the trade of the country, the advantages will be very great if any such measure should be found practicable.

Appendix E.—No. 17.

The Collector of Canara to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Collector's Cutcherry, on Circuit, Hossdroog,
Sir, *November* 10, 1852.

I have the honour to acknowledge an extract from the proceedings of the Board of Revenue, under date the 16th of September, 1852, calling upon me to report my opinion upon the feasibility and expediency of throwing open the salt manufacture of Canara, subject to a fixed duty.

2. I have already submitted my opinion on the expediency of the substitution of an excise for the monopoly system, in my letters of the 3rd of September, and 3rd of December, 1851, and 22nd of September, 1852; observing that I thought that this measure might be rendered necessary, to prevent the supersession of the home manufacture, when Goa, Arabian, Bombay, and English salt is admitted at a fixed duty. The system of excise is free from so many objections to which the raising of a revenue by monopoly is open, that the change is very desirable if it is practicable; and I therefore proceed at once to lay before the Board, all the information which I have been able to collect, calculated to lead to a decision of this very important subject.

3. But I would here beg to correct an impression which the Government have received, and which appears to have influenced them in deciding to withhold from the salt of Bombay, the privilege, now conceded to Goa and Arabian salt, of admission into this district at a fixed duty, viz., that Bombay salt is of inferior quality. This is by no means the case in the opinion of the inhabitants of the country above the Southern Ghauts; by them it is greatly preferred to that of Canara, from the firm solid texture of its crystals as well as its quality, and it has, for this reason, an advantage over the salt of this district for inland trade, although the people of the coast prefer the salt of Canara.

4. Should it appear from the following statement that it is feasible to establish an excise in Canara, the wishes of the Court of Directors will then be fully carried out, by the trade in salt from all countries being placed on an equal footing as to the Government duty, and being thus left to be carried on, on the ordinary principles of trade. Although, therefore, the question is one, as I have stated in my previous letters, of great difficulty, it is most desirable, that, if possible, these difficulties should be surmounted.

5. A change from the system of monopoly to that of excise must depend upon a consideration of the following questions.

I. Adjustment of the claims of the present manufacturers.

II. The prevention of illicit manufacture.

III. The supplying the inland trade at those places, where, for sometime past, the traders have found a regular supply in the Government stores.

6. *First.* The manufacture of salt is limited to the three northern talooks of Ankola, Honore, and Cundapoor. The following are the names of the places at which the pans are situated, the number of proprietors, the quantity permitted to be manufactured, and the actual average produce of the last five years.

Places of Manufacture.	No. of licensed Manufacturers.	Fixed Annual Quantity allowed.	Average produce per year upon accounts of 5 years, or from Fusly 1257 to 1261.	Extent of Pans as per Survey.	Average produce per Acre.	Average produce for each Manufacturer.
		Garce. M.	Garce. M.	Acre. G.	G. M.	G. M.
ANKOLA.						
Nagerbyle or Sanecutta ..	154	1,282 82	1,040 254	178 0	5 339	6 303
Bharghi	12	100 0	81 319	20 0	4 36	6 326
	166	1,382 82	1,122 173	198 0	..	..
HONORE.						
Coompta	25	350 0	373 191	..	..	14 375
Shirally Bhatcul	115	566 399	478 128	..	..	4 63
Byloor	20	89 168	77 159	..	..	3 348
	160	1,006 167	929 78	..	..	..
CUNDAPOOR.						
Hangally	53	391 0	226 126	..	..	4 108
Waderhobly	51	367 119	212 15	..	..	4 63
Arnaud	86	280 0	228 311	..	..	2 264
Byndoor	45	264 200	127 254	..	..	2 334
	235	1,302 319	794 306	..	..	..
Total	561	3,691 168	2,846 157	..	..	..

7. It will be thus seen, that, nominally, 561 proprietors are interested in the manufacture of 3,691 garce of salt, for which they are paid from 7 to 12 rupees per garce. This price being paid immediately, and being in fact far above the cost of manufacture, the license to manufacture is a valuable property, which through a long series of years, has been liable to all the transfers and subdivisions of Indian family property, so that the parties really interested are very greatly in excess of the numbers above given.

8. A sudden change from a system so advantageous to the manufacturers, to one of excise, might, if the supply were at once greatly increased, fall very severely upon these small proprietors. Few of them have the means of either waiting for a market, or advancing the duty so as to bring their produce into the market, and I should find it very difficult to offer any suggestions of a practical nature for effecting the necessary change of system. But the immediate effects of the change are so difficult to foresee, that I doubt whether anything but experience can guide us safely.

9. If the resolution be taken of throwing open the trade at a fixed duty of 90 rupees, it is possible that the manufacturer may, for some time to come, realize a larger sum than the Government now pays. The price of salt throughout the district is now 120 rupees per garce, and at this rate it is sold close to the pans as elsewhere. The Goa salt is now underselling ours, because it can be purchased at Goa, and carried from thence at less than 30 rupees. Considering how much nearer the pans of Canara are to the Mysore country, and the improved roads available, it is highly probable that at first, the salt may realize to the manufacturers a higher price than at present, and continue to do so till the area of production is greatly enlarged. The duty will be paid by the purchaser, as it is now paid on the Goa frontier, and it may be better worth the while of the traders to come to Nagerbyle, and pay 15 rupees, than to go to Goa and pay 5. Applications will gradually be made for leave to open pans, but only as these are licensed will prices fall.

10. The produce of the district being at present below the consumption, the price will be regulated by that at which foreign salt can be imported, and I do not think that Bombay salt can be landed at less than 110 rupees, or Goa salt brought to the frontier, at less than 105. Until, therefore, our own area of production is enlarged, I do not think the price of our salt will fall below what the Government is now paying for it.

11. If this should prove correct, the present gain to the holders may be taken as a compensation for the future gradual decline of prices, and supersede the necessity of any further compensation, than it will be desirable to afford by lowering the assessment of some of their lands. Much of the land is so heavily assessed, that the revenue is really collected by carrying to account the price of the salt. A revision of the assessment on fair principles, will be the proper means of adjustment in these instances.

12. It is to be remembered, that the high price we now pay to the manufacturers is partly a compensation for limiting their production. The chief

expense being incurred, whether 10 garces are manufactured or 20, the price of the limited quantity must cover the whole expense, so that the very withdrawal of this limitation goes far to render any compensation unnecessary.

13. *Second.* It does not appear to me that the system of excise holds out any temptation to manufacture illicitly, beyond that afforded by the present system. It seems to be the opinion of my native cutcherry that it does so, but I cannot see in what manner. The result depends upon the vigilance of those appointed to watch the manufacture. Our object *now*, is to bring all that is manufactured to the Government store—the object *then* will be to bring all that is manufactured to the place where it is excised. All that is now smuggled out is worth 120 rupees, by the new system it will be worth only 100, so that on the whole the temptation is, I think, diminished, and the attention of the Government establishment will be concentrated on the one object of preventing the export of unexcised salt.

14. At present there is no doubt that much salt is clandestinely sold. So much is this the case that the Government sales fall off in proportion as the season is favourable for manufacture. I do not think that under an excise there would be any greater opportunities for illicit sales.

15. We have now data to show what is the average produce of the pans, and it will be a part of the excise system to cancel the licences of all those who cannot show that they have brought for excise a quantity proportional to the extent of their pans.

16. The smuggling which is chiefly to be feared is that which is likely to be carried on on the sea border. This question is distinct from that of monopoly and excise.

17. Under this head it is proper to consider the adaptation of the various pans in point of locality for an excise system; for if the establishment necessary for excise is not proportionally smaller than that required for monopoly, the reduction of income from 120 rupees to 90 per garce may not be fully compensated.

18. The statement which I have given in paragraph 6, shows that the principle site of manufacture is at present at Sanecutta, a creek of the Tudderi River. The quantity now produced there is more than one-third of our whole produce, and it is so favourable a site, that when restriction is withdrawn and the area of the pans increased, the production may be very greatly extended. The site is also particularly favourable for the enforcement of an excise system, being surrounded either by naked barren hills, or by the creek. The pans are only accessible by very conspicuons roads, or by boats, and the boats must pass through the sluice close by the storing houses.

19. Here, therefore, there is every advantage in favour of an excise system; an active superintendent might have his eye over the whole of the works, and the increased area will entail very little extra expense in watching and guarding.

20. Having for some time past had a strong impression that the measure which I found had been adopted of admitting Goa salt at a fixed duty, and that which circumstances called for of admitting sea-borne salt also at the same duty, would eventually necessitate the relaxation of the monopoly, I took advantage of the adjustment I had to make of the pans, when lately increasing their area, to have each carefully measured, mapped, numbered, and marked by four boundary stones.

21. This site, so admirably adapted for production, is connected with two roads which bring the trade of the interior to the coast at Tuddry and Coompta. The salt sold to this trade under the present system is priced 120 rupees per garce. On the supposition of an excise it will be priced 90 rupees, and the cost of production with ordinary profits—take this at the highest price which we now pay to the manufacturers (rupees 12) with the addition of 3 rupees for risk of sale, loss by keeping, and rent of store house—and the price is only 105 instead of 120 rupees.

22. It appears to me, that this change will be calculated to bring to Tuddry a large proportion of the trade which now goes to Goa. Far into the heart of the Mysore country Goa salt now finds its way, because it is cheaper than ours. I believe that at Sanecutta salt may be made as cheaply as at Goa, and by the excise system they will be placed in fair competition, Sanecutta having the advantage of proximity to the trade, and excellent roads, and I believe that this measure will have a very favourable effect in encouraging the trade of Tuddry.

23. With the remaining salt works of the district I am not so well acquainted; some of them are scattered and exposed, and may be too expensive to guard, and it may be necessary to discontinue them, either compensating the owners, or giving them licenses elsewhere. After Sanecutta, those of the Cundapoor river are the most important, and it will be desirable to concentrate the manufacture at places so advantageously situated, with reference to the inland trade, as Sanecutta, Cundapoor, and Bhatcul.

24, I beg to annex a map, which will exhibit at one view the places of manufacture, with the quantity manufactured, the places of sale with the quantity sold, and the principal lines of traffic with the Balaghât.

25. *Third.* This leads me to the third, and perhaps the most important,

question of all, viz., whether under a system of excise the necessary quantity of salt will be available in all parts of the district, for home consumption, and for the trade carried on with the interior. I do not feel any doubt of the coast Maganies being well supplied more cheaply than at the rate now prevailing; but the question is, whether the interior, and the trade with the Balaghat will be as well supplied as when the Government provided a regular stock.

26. On this point I entertain some doubts. That the trade is not carried on with sufficient activity by the private dealers is proved by the fact that we have always found it to the advantage of Government to establish cotays up the navigable rivers. I am not aware of any instances in which the private dealers have sent up salt to meet the inland traders at the heads of our navigable rivers. I observe from a report of Mr. Dickinson, that before the Gairsoppa cotays were established, the merchants offered to pay 5 rupees extra per garce if the Government would establish a sale cotay there. This shows that there was an opening for private speculation, and the same is now the case at Oopenangoody, but it is not taken advantage of.

27. I, therefore, consider that an important part of the proposed measure should consist in completing the connexion between the Ghâts and the coast, so that if the sellers do not take advantage of the navigable rivers to push the salt into the interior the buyers may have easy access to the coast markets.

28. The map will show that but few additions to our present roads are necessary to bring the Ghât roads into connexion either with a place of manufacture, with the sea coast, or with some considerable trading town of the interior. Those which are necessary I have marked in yellow, and I must state that I should wish these to be constructed before the traders of the interior are made dependent upon the private trade of this district for so essential a necessary of life, the supply of which has been so long undertaken by the Government.

29. This applies particularly to Gairsoppa, for, although it possesses water communication with Honore, I do not think that the private traders will convey a sure and regular supply of salt from the pans at Sanecutta, by sea to Honore, and thence by boat to Gairsoppa.

30. Having thus stated the principal facts connected with the monopoly of the district, and the proposed change, it will, I think, be expected that I should state distinctly whether I consider that the monopoly can be converted into an excise, and, if so, by what measures this can be most easily and safely effected.

31. I must therefore repeat what I have stated in my former letters that I think that the interests of the manufacturers of this district could not be allowed to outweigh the advantages of admitting foreign salt, on the usual principles of trade, especially when this has been already carried, by admitting that of Goa and Arabia, but that the admission of foreign salt renders a change in our own system indispensable, either by lowering our monopoly price, or converting it into an excise. The conversion into an excise I consider, under every point of view, the proper measure, and I also think that it will, most probably, not be disadvantageous to the manufacturers.

32. But, taking into account the various circumstances connected with the trade, and the serious inconvenience attending sudden changes, the course I would venture to recommend is, that, before any further steps are taken, the result of the admission of sea-borne salt should be ascertained. If, as I anticipate, the result should be that foreign salt begins to supersede our own, this will appear by our sale cotays filling with salt beyond the demand of the purchasers, while the sea customs revenue will show the quantity imported. When this is the case, when our cotays have a good supply, the change can be made without danger to the community. We should then give the manufacturers permission to sell their salt on the spot, at a duty of 90 rupees, competing with Goa, Bombay, Arabia, and England. Considering the advantages they possess in proximity, it is probable that the whole of their produce would be bought up for the trade above the Ghâts or that, in hopes of its being so, they might not at first enter into trade with the south of the district. But the supply in the Government stores throughout the district will be available, as before, at 120 rupees, and prevent any loss to the consumers, till the trade runs in its natural channels.

33. It is only in the south of the district, and only by the inland traders that Bombay salt is preferred, and there it is greatly preferred to our own. By admitting it, as I have before urged, we shall ascertain how far the merchants are prepared to pay the duty and carry on the trade, and how far it is likely to supplant our home-made salt. Having this means of effecting the change step by step, I do not recommend any further immediate measure than the throwing open the Bombay trade; but I am very desirous that a system by which our trade is placed at a disadvantage, in comparison with that of Goa, should cease, and Tuddry should have this additional means of attracting the trade for which it is so well adapted. It will, therefore, be my object to advise a change to excise, as soon as I feel sure that this can be done with perfect safety.

34. In the meanwhile, if our roads to the coast are improved, and the traders have learnt, in some degree, to look to the dealers for their supply, the

merchants of the south will be prepared to deal in the salt of our own district, as they do in Bombay salt, and the various towns of the district as well as the trade will be supplied with either Bombay or Canara salt, as soon as the monopoly is relaxed.

35. I would here beg to observe that, in proposing that the salt of Bombay be admitted at a fixed duty, I would recommend that it be admitted into this district, on the same terms as into the various districts of Bombay, and into Bengal. In the minutes of consultation, dated the 2nd of April, 1852, it is observed that "the Government are not prepared to go beyond the admission of Arabian salt for the present. Before the other suggestions of the Collector are adopted, and Bombay salt, said to be an inferior article, admitted, at the same duty of 90 rupees per garce, with liberal allowance for wastage, more information seems necessary."

36. I think that, if Bombay salt is admitted at a fixed duty, there should be no allowance for wastage. It should in every respect compete fairly with our home-made salt, and one of the great advantages of the proposed system will be that all calculations of wastage are got rid of. I propose that the salt which has been excised at Bombay at 90 rupees, be admitted into this district only if the merchants find it profitable to bring it, and no allowance should be made for sea carriage. The difference between 90 rupees, the duty, and 120 rupees, our monopoly price, should cover all expenses and determine whether Bombay salt finds its way into the district, in the course of ordinary trade, as that of Goa does.

37. Were I able to recommend that the excise be at once substituted for the monopoly several very important questions would require to be attentively considered, such as the extent of the establishments required, the allowance to be made for wastage, the arrangements necessary for storing the salt till sold, and the general result to be anticipated from the proposed change. But I think it is not desirable that I should enter fully upon these questions, at present, and I only venture to offer the following more general remarks.

38. The Board will see by the annexed paper* the system followed in Bombay, and I find that the excise duty of 12 annas per maund is not a net Government revenue. The expensive establishments for protecting the excise have to be deducted from this revenue. It would be very useful to learn what is the actual cost and what the proportion which it bears to the revenue. This would be an useful guide in framing the necessary arrangements in this district.

39. By the Bombay system, after the salt is stored, the Government still strikes off any quantity lost by deliquescence between the time of storing the salt and its exportation. I am inclined to think that it would be preferable to leave this to be borne by the manufacturer, the duty being made so much lower, as to compensate this responsibility.

40. In this climate it will be essentially necessary that store-houses be provided, and I think it may at first be necessary that they be provided by the Government, and a rent charged for them. For the quantity now made they already exist, and in each case where application is made to open pans, one part of the agreement must be that a store-house is to be built.

41. To judge of the result likely to follow a change to the system of excise, the following is the nearest calculation I can make.

42. The average produce of the district for the year, on the average of 5 years, is 2,846 garce, which, at 90 rupees, gives a revenue of 2,56,140 rupees; but the consumption of the district being 3,847 garce, the gross receipts will be 3,46,230 rupees inclusive of Sea Customs.†

43. The expense of the establishments at the place of manufacture is rupees 10,254-3-11.

44. The net profit may therefore be reckoned at about 3,36,000 rupees.

45. On the other hand, the result of the sale of the same quantity of salt by monopoly has been—

Total outlay	Rs. 5,40,440	12	6
Total receipts	23,04,853	0	1
	17,64,412	3	7

giving a net profit of 3,52,882 rupees a-year.

46. This calculation is formed on the supposition of the system being assimilated to Bombay, where the cost of superintendence falls on the Government, and it may be considered as equivalent to a reduction of a considerable per centage on our present salt tax, perhaps as much as 15 per cent. on salt sold at the place of manufacture, equalizing it with the Bombay tax.

47. I beg to add a sketch of some of the rules‡ which I think will be necessary in carrying out such a change of system as appears to be called for. It is, however, only intended as a sketch.

* Not annexed.

† The Goa frontier duty is omitted in each case.

‡ See Annexure.

48. The change is, I think, rendered necessary by the admission of foreign salt, but not immediately so, and I shall, with the permission of the Board, proceed to have surveys made of all the pans similar to that already made of Nagerbyle.

I have, &c.,
F. N. Maltby, *Collector.*

Rules.

The Government having resolved to discontinue the monopoly of salt, and to substitute a fixed duty of 12 annas per Indian maund, it is, hereby, notified that in the ensuing season the Government will cease to purchase the salt manufactured by the holders of andazahs.

In lieu of this any of those holders will be permitted to sell their salt to private dealers, paying to the Government the fixed duty of 12 annas per Indian maund.

Parties desirous of manufacturing upon these terms are to give in a durkhast before the ———, stating the extent of the pans in their possession, and upon which they propose to manufacture.

The pans are to be prepared and marked by boundary stones or posts; they will then be measured and numbered by the darogah. The parties will enter into a penalty bond not to alter the limits of the pans.

The parties applying must show that they are prepared to pay the duty, and export the salt as soon as manufactured, or to store it at their own risk in the bonded cotays. They will be required to give security in the name of respectable dealers who are prepared to purchase their salt, unless they are themselves competent to carry on the trade.

The salt, as soon as made, must be heaped on the Government terraces, and unless the duty is paid, and the salt removed within ——— days, the pans will be flooded and the manufacture cease, and the salt will be sold by public auction.

But parties manufacturing more than ——— garce will have the option of storing it in cotays at their own risk. The cotays will have two keys; one to be kept by the owner, and one by the Government. The owner will be responsible to pay the duty on all the salt so stored, but an allowance of ——— per cent. will be made if the salt is stored through a whole monsoon, *i.e.*, for every 120 maunds stored, he will, on exportation, pay the duty on 108 maunds.

The duty must be paid before the salt is removed, which is to be done in quantities of not less than 10 garce, unless the owner shall give security for the whole duty, when he will be allowed to remove it by a garce at a time.

When salt is removed, on payment of the excise, it is to be taken beyond the boundaries to be drawn round each of the places of manufacture, and no private stores are to be kept within those boundaries.

F. N. Maltby, *Collector.*

Appendix E.—No. 18.

CIRCULAR.

W. H. Bayley, Esq., Secretary to the Board of Revenue, to the Collectors of Salt Manufacturing Districts.

Sir, *Revenue Board Office, Fort St. George, March* 11, 1854.

With reference to the Circular from this Office, dated the 26th of January, 1854, I am directed by the Board of Revenue, under instructions from Government,* to request that you will submit your sentiments on the subject of the introduction of a system of excise upon the manufacture of salt in lieu of the present monopoly.

2. Mr. Plowden, the Commissioner appointed by the Government of India for the purpose of instituting inquiries on this subject, is shortly expected at Madras from Bombay, and the Government desire that your reply be furnished without delay, so that they may have the benefit of his investigations and advice.

I have, &c.,
W. H. Bayley, *Secretary.*

* 9th March, 1854.

Appendix E.—No. 19.

The Acting Collector of Ganjam to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Ganjam District, Collector's Cutcherry, Chutterpore, May 26, 1854.

Sir,

I have the honour to submit, in answer to your letter of the 11th of March last, a few remarks on the subject of the introduction of a system of excise on salt, instead of the present one. It is a subject of much difficulty, and one on which the records of the office throw but little light. Supposing that Government gives up the present salt monopoly, the points to be considered may be divided into four.

I. How to ensure a constant and certain supply of this necessary of life.

II. How the interests of Government may be best consulted, and the revenue secured from loss.

III. How the public may be benefited by a reduction in the price: and

IV. How the rights of the present manufacturers may be best maintained.

These are the heads under which it appears to me that the despatch of the Court of Directors may be reduced for more easy reference;* and I propose now to take them in order.

2. The first question then is one of supply. Were the wants of this district only to be consulted, there would be but little difficulty; situated close to the sea, with many places well fitted for salt pans, a very large quantity might be, readily, produced. It appears from the old records that there were, fifty years ago, many more pans than there are at present; there were then nine capable of producing salt, as shown below,† now only four (*a*) are worked, and of these four, Ganjam and Nowpaudah might be increased to a very great extent —probably doubled; there were formerly three platforms at Nowpaudah, there are now but two; the supply at present is not equal to the demand, and, as will be seen in my letter to the Collector, dated the 3rd of June, 1852, sent to the Board with my letter of the 25th ultimo, I long ago proposed to increase the Nowpaudah pans. The recent orders of the Board, to have always two years' supply on hand, will render it imperative to increase the present pans, and re-open that at Itchapoor; but even this will not be enough, I expect, to meet the demand that will probably arise, when the various roads now in progress are opened through the Jeypore country.

3. If pans were opened at all the places where salt can be made in the district, I feel satisfied that we could then supply all purchasers, and keep a good stock in reserve. I annex a list‡ of these pans, and the probable amount of salt each would yield. The inquiries instituted by Mr. Fraser, whose report I expect daily, lead to conviction, that an immense quantity is made away with, and this I believe is the truth, so that if what is now smuggled is taken into the estimate, there can be no doubt of this district meeting all demands on it. In the note§ I annex a memo. of the greatest quantity of salt made at each pan in

* 5th October, 1853, No. 3.

† Estimate of probable supply of salt.

	M. G.
(*a*) Nowpaudah, including a third platform	3,000
(*a*) Ummeravilly	350
(*a*) Ganjam	700
(*a*) Munsoorcottah	50
Itchapoor	230
Bauvanapaud	200
Hoomah	600
Pauloor	1,000
Birredy	50
Total	6,180

‡ No. 1.

§

		Garces.
Ganjam in Fusly	1245	1,171
Munsoorcottah „	1242	419
Itchapoor „	1233	635
Nowpaudah „	1256	2,584
Ummeravilly „	1246	1,615

any one year, which will also help to prove, that there is no fear of a short supply.

4. There being ample ground on which to crop salt, the next thing to be considered is the way in which it may best be manufactured. I would propose to rent out each set of pans, the contractor binding himself to make each year, not less than the average quantity required, and also to keep not less than one year's salt in store; this, Government should take off his hands at a fixed rate, when his contract terminated, which should, I think, be every five years. The outlay required for the manufacture of salt is by no means large. It costs Government less than 7 rupees per garce, private individuals will produce it for less, so that a man of very moderate, means could rent a pan producing, say 200 garce, and from what I can learn there would soon be a great competition among renters for these pans. Renting is not altogether new to this district. In A.D. 1801-2,* Ummeravilly and Munsoorcottah were both rented out, the former for rupees 4,500, but Mr. P. Cherry in the following year, took it under management, as mentioned in his letter to the Board of Revenue, dated the 31st of January, 1804. Munsoorcottah was rented to Major Evans, the superintendent of the stud here, but I am unable to find what he paid for it, the rent is spoken of by the Board† as trifling. Another plan would be to assess all land capable of yielding salt, but there are many objections to it. Salt must be made by a number of persons working together under some common head: no single ryot could afford to open the bars and channels unless he worked on a very large scale, and the difficulty of realizing the heavy kists would be very great, and there would be no means of securing a reserve, to meet a failure of the crop. The third expedient, viz., to levy an excise on all salt, and allow any one to make it, would require far too costly an establishment to realize the duty, ever to make it worthy of consideration.

5. As regards the interests of Government, the system of renting out the pans will, I conceive, be the most advisable. Government will realize the revenue at a very small cost, as the expenses of manufacture and watching will all devolve on the renter; all that would be necessary, would be a goomastah at the Hoozoor station to keep the accounts, and an inspector to move about from pan to pan to see that the salt was made according to contracts, and that a sufficient supply was always in store. If this be attended to, and proper security taken in the first instance, no loss could accrue to Government in this district.

6. I have not had any experience in the salt department except in Rajahmundry: there, too, there are large plains to the south of Moyalloor, where extensive salt works could be established, and from which, I, when an assistant in the district, collected one very dry season, a large quantity of spontaneous salt, which was eagerly bought up by the Brinjarries.

7. In Cuddapah Proper, and in the sub-division, there used to be, I dare say there now is, a large clandestine manufacture of earth salt for cattle, which was said to interfere much with the sales at Nellore, this I would propose to legalize, giving a licence for its manufacture on the same terms as sea salt; it is very difficult to stop the manufacture, and it is only fair to the producer of sea salt, that it should be protected.

8. I believe too that by throwing open a large number of new pans, and reducing the rate of duty on the article, there would soon be a surplus revenue—the increase of the cultivation of the poppy in Bengal is a strong argument in my favour. It has been invariably found, that high duties encourage smuggling. The successful result of lowering the excise on whiskey in Ireland is a case in point, though not quite parallel, for the salt smuggler is generally, I regret to say, assisted by the Government servant, who ought to stop him. The temptation is too great to be withstood—whereas were a licence given, the renter would look closely after his own interests, and prevent, in a great measure, clandestine sales.

9. We come now to consider how this very necessary condiment may be supplied to the public at the lowest rate compatible with the security of the revenue, and, what is of great consequence, without risk of scarcity. The system of licensing seems to me to afford the best means of obtaining the end desired; there would, perhaps, be at first a deficiency in the revenue, probably a large one; but I would look to a large increase of consumption to make up for this. That there would be this increase were the salt sold at lower rates there can be no doubt. I annex a memo.‡ showing the amount of salt sold and the selling price. You will remark how, when the price is raised, the quantity of salt sold diminished in a most marked manner. In Fusly 1237 there were 3,272 Madras garce of salt sold at 70 rupees per garce; next Fusly, 2619 at 105 rupees; in 1253, when the price was again raised, it was only 2,210 garce—in the last years at which it was sold for 70 rupees, viz., from Fusly 1232 to 37,

* To Board, 26th October, 1802.

† From Board of Revenue to Government, 6th April, 1810, paragraph 15.

‡ No. 2.

the average sales were Madras garce 3,254; after a lapse of twenty years, the sale for 5 years, viz., from Fusly 1258 to 62 they were only 2727 Madras garce. There can be no doubt that the inland exportation will increase to a very great extent with every new road made through the hills into Jeypore, and the adjacent countries. The cost of production would be much less to the private manufacturer, every available spot being made over to some renter, there would be less opening for producing the article by smugglers, and, as already remarked, the watch over the pans being stimulated by self-interest, would be much more vigilant than it now is under servants paid by the month, and that very insufficiently. The salt at different pans being of different qualities, the renters would be, in some degree, checked from entering into a combination to keep up prices, for I expect that the renters of the new cotaurs and of Ummeravilly will have to sell at lower rates than at Nowpaudah, to attract purchasers—their salt being inferior. It would, doubtless, be requisite to fix a maximum price above which salt was not to be sold, this should be fixed so as amply to remunerate the producer, and yet not press heavily on the consumer.

10. I will not venture an opinion on the subject of the import of salt by sea, with which I have had nothing to do, and which is not likely to interfere with the sales of salt up-country, whatever may be the case at the Presidencies; but of course Government will fix the Sea Customs import duty, so that there may be no great difference between the two sales.

11. I would propose, in the first instance, to fix the highest price at which salt could be sold at the pans, at rupees 70 per garce—Government offering the pans at an upset rent, say of 60 rupees a garce—thus a pan that now yields on an average 200 garce, should be rented for 12,000 rupees payable in 9 monthly kists from December to August—the renter making his profit on the salt made in excess of this, rather than on the quantity estimated for. I have already shown my grounds for expecting this increase.

12. There cannot be any question as to the advantage to be derived to the public from this plan: the general supervision exercised by Government would ensure a regular and never-failing supply of an unadulterated article, the quantity made, and the competition, would ensure the consumer's obtaining it at a fair rate. Salt is now selling in this district at 7 pies per seer, a reduction so as to enable the retail dealer to sell it at 75 rupees a garce, would bring the price down to 3 pies, or 1 anna 9 pies per man, allowing the average consumption to be 7 seers per annum—this would not be a heavy impost even on the poorest. I find from the old records that in 1802 the price was 2 pies and 80 cents. for a seer, or 1 anna 7 pies and 60 cents. per man, per annum.

13. The last point to be considered is the rights of the present holders, and the protection to be given the renters. I would allow the former the same rights they have now, that is, to make the salt at a fair rate per garce; in some pans this rate is too high, perhaps, but probably not, when the ryots would be prevented from smuggling at the rate they now do. But if disputes arise, let them be settled by a Punchayat, with an appeal to the Collector, whose decision should be final; persons found guilty of smuggling, or neglecting to make salt, to be liable to lose their right of manufacture.

14. Having reduced the price of the article, and increased the manufacture, I would not hesitate to make the penalties for smuggling greater than they now are—petty cases might be dealt with under Regulation I. of 1820, and larger offences under the rules now in force. The reward of one-third of the value should, in all cases, be given to parties making seizures of smuggled salt, and police or revenue officers proved to have neglected to give active assistance, might be treated as aiding and abetting the smuggler; this, and the incitement of personal interest, would soon check the system now in vogue. Lastly, to ensure the renter from loss, and to make it better worth his while to keep up his reserve, the in-coming renter, in the event of a farm changing hands, should be obliged to take the stock in hand, at the maximum rate, whatever may be fixed by Government.

15. I regret much that this letter has been so long delayed—the subject is one that requires thought and consideration, and I have had but little leisure to give to it—the current duties of this office, increased by the work of the Assistant's Office having, in Mr. Fraser's absence, devolved on me, will, I trust, be taken as a valid excuse.

I have, &c.,

W. KNOX, *Acting Collector.*

LIST No. 1.

Referred to in paragraph 3 of the above Letter.

Names of the Cotaurs.	Names of the Villages where Salt is manufactured.	Probable amount of Crop or Average—Gross Produce in Madras Garce.			
		Ms. G.	Mls.	M.	
Hoomah	Tolah Hoomah	595	230	0	Referred to in Mr. Cherry's letter to Board of Revenue, 31st January, 1804.
Pauloor ..	Prayagah and Poorivah Coodah	100	266	0	
	Collarabary and Bramaracoodee	77	101	4	
	Beempoor and Lutchmanavoor..	74	320	4	
	Sautapooty	3	99	0	
	Sauntoo Addane Village ..	2	280	0	
	Moherry Coodah	257	186	4	
	Gokooroo Coodah	290	280	0	
	Puncha Coodah..	198	225	0	
Birredy	Modooroochoovah and Decandee	37	216	4	
	Rumbah..	13	200	0	
Itchapoor ..	.. ..	227	210	0	
Bawanapaud ..	.. ..	200	0	0	
Stree Koormam ..	.. ..	61	0	0	in 1817
Megavarem ..	.. ..	200	0	0	
	Total	2,340	215	0	

No. 2.

Particulars of Salt Sales.

Fuslies.	Home and Inland Consumption.								Exported to Bengal by Sea.							
	Quantity of Salt.				Rate per Madras Garee.	Amount of Value.			Quantity of Salt.				Rate per Madras Garee.	Amount of Value.		
	M.Gr.	Mls.	P.	A.	Rs.	Rs.	A.	P.	M.Gr.	Mls.	P.	A.	Rs.	Rs.	A.	P.
Fusly 1215 ..	1,917	111	0	3	70	1,34,227	10	11	46	200	0	0	24	1,116	0	0
,, 1216 ..	1,877	144	2	4	70	1,31,416	4	7	..				..	..		
,, 1217 ..	1,638	268	5	1	70	1,14,709	15	7	..				..	..		
,, 1218 ..	1,839	223	5	3	70	1,28,770	13	1	111	529	0	0	..	911	4	2
,, 1219 ..	688	79	2	3	105	70,301	8	8	..				..	..		
,, 1220 ..	1,416	361	1	3	105	1,48,776	15	9	90	396	5	3	24	18,983	12	9
,, 1221 ..	1,602	4	5	5	105	1,68,219	4	2	105	0	0	0	24	2,520	0	0
,, 1222 ..	1,514	13	4	2	105	1,58,973	3	7	427	336	5	2	24	4,138	0	0
,, 1223 ..	1,249	117	4	2	105	1,31,175	13	1	111	55	0	0	24	1,611	4	9
,, 1224 ..	2,124	197	1	3	105	2,23,071	12	10	117	0	0	0	24	2,808	0	0
,, 1225 ..	2,113	342	5	6	105	2,21,954	15	4	91	0	0	0	24	2,184	0	0
,, 1226 ..	1,514	2	6	4	105	1,58,970	14	6	..				..	..		
,, 1227 ..	1,624	344	4	2	105	1,70,610	10	4	..				..	..		
,, 1228 ..	1,975	312	7	7	105	2,07,457	1	8	..				..	..		
,, 1229 ..	1,562	140	2	7	105	1,64,039	15	11	..				..	..		
,, 1230 ..	2,164	326	4	0	70	1,51,537	2	9	..				..	..		
,, 1231 ..	2,551	391	7	0	70	1,78,638	9	5	..				..	..		
,, 1232 ..	3,308	327	7	6	70	2,31,617	11	0	..				..	..		
,, 1233 ..	3,235	215	2	2	70	2,26,487	10	10	..				..	..		
,, 1234 ..	3,418	69	5	0	70	2,39,272	3	1	..				..	..		
,, 1235 ..	3,160	320	2	0	70	2,21,256	0	9	..				..	..		
,, 1236 ..	3,131	330	3	0	70	2,19,227	13	9	..				..	..		
,, 1237 ..	3,272	352	5	0	70	2,29,101	11	6	..				..	..		
,, 1238 ..	2,619	370	7	5	105	2,73,976	0	0	..				..	..		
,, 1239 ..	2,659	330	2	1	105	2,78,941	12	1	..				..	..		
,, 1240 ..	2,799	107	1	1	105	2,93,873	4	0	..				..	..		
,, 1241 ..	2,426	323	6	1	105	2,54,815	0	11	..				..	..		
,, 1242 ..	2,409	30	5	0	105	2,52,953	0	1	..				..	..		
,, 1243 ..	3,151	172	7	4	105	3,30,903	0	3	..				..	..		
,, 1244 ..	2,747	335	6	1	105	2,88,523	2	4	..				..	..		
,, 1245 ..	2,389	74	6	5	105	2,50,864	10	7	..				..	..		
,, 1246 ..	2,493	94	7	5	105	2,61,790	1	0	..				..	..		
,, 1247 ..	2,720	241	6	7	105	2,85,663	10	3	..				..	..		
,, 1248 ..	3,094	308	4	3	105	3,24,951	1	9	..				..	..		
,, 1249 ..	2,751	220	3	7	105	2,88,912	13	9	..				..	..		
,, 1250 ..	2,269	34	1	6	105	2,38,253	15	10	..				..	..		
,, 1251 ..	2,499	160	0	0	105	2,62,437	0	1	..				..	..		
,, 1252 ..	2,807	189	6	0	105	2,94,784	13	1	..				..	..		
,, 1253 ..	2,210	300	0	7	105 180	2,54,551	6	7	..				..	..		
,, 1254 ..	2,496	206	4	2	180 120	3,02,755	0	0	..				..	..		
,, 1255 ..	2,299	355	5	0	120	2,75,986	11	0	..				..	..		
,, 1256 ..	2,277	263	1	0	120	2,73,318	15	0	..				..	..		
,, 1257 ..	2,402	58	1	0	120	2,88,257	7	0	..				..	..		
,, 1258 ..	2,292	299	1	2	120	2,75,129	12	0	..				..	..		
,, 1259 ..	2,400	201	3	3	120	2,88,060	7	0	..				..	..		
,, 1260 ..	2,399	134	1	1	120 114	2,86,660	4	0	..				..	..		
,, 1261 ..	3,393	23	2	5	120 114	3,98,467	9	0	..				..	..		
,, 1262 ..	3,152	259	3	7	120 114	3,68,417	13	7	..				..	..		

Chutterpore, May 26, 1854.

W. Knox,
Acting Collector.

Appendix E.—No. 20.

The Collector of Vizagapatam to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Vizagapatam, Collector's Office, April* 11, 1854.

I have the honour to acknowledge the receipt of your letter, under date the 11th ultimo, calling for my sentiments on the subject of the proposed introduction of a system of excise upon the manufacture of salt in lieu of the present monopoly.

2. Easy as is the manufacture of illicit salt at present in many places, and considerable as is the loss of revenue from the practice, I am unable, after the fullest consideration, to suggest any plan of levying an excise on salt, in this part of the country, which would not be certain to be attended with extensive loss.

3. The least objectionable method appears to me to be that of granting licences to private persons to manufacture salt at stated localities, the charges for the licences being proportioned to the extent of ground proposed to be laid out in pans, and based on a calculation of the average quantity of salt ascertained to have been manufactured, or which could be manufactured, during the season in particular localities on a given extent of land. Such a system would be likely to throw the manufacture greatly into the hands of some wealthy monopolists, from the large security which it would be necessary to require. Were the manufacture left with those who are now employed in it, nearly the same supervision and check as at present would be indispensable.

I have, &c.

A. Robertson, *Collector.*

Appendix E.—No. 21.

No. 18.

The Collector of Rajamundry to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Rajahmundry District, Cocanada, April* 15, 1854.

In reply to your letter of the 11th ultimo, requesting my sentiments on the subject of the introduction of a system of excise upon the manufacture of salt in lieu of the present monopoly, I have the honour to state that, being unacquainted with the manner in which an excise system is found to work in those parts of India where it has been established, I have some difficulty in forming an opinion as to its practicability here.

As far as I am able to judge, it appears that the collection of the excise would be attended with difficulty, unless a large establishment be maintained for the purpose, and that the facilities for extortion and oppression, which such establishments would possess, would be great. If the duty be levied on the quantity of salt manufactured, it will still be necessary for it to be measured by Government officials, and for the storing to be carried on under superintendence. If it be levied on the salt sold, the present system of rowannahs and passes must be continued, and an army of chowkeydars be employed.

These considerations lead me to recommend, in preference to the levy of an actual excise, that the present salt pans, and any other ground adapted for the purpose, should be rented out to manufacturers at such a rate of land tax as may be fixed upon.

The advantages of this system will be threefold. First, that the interference of Government in the manufacture and sales of the salt, which is considered so objectionable, will at once cease; secondly, that no establishment will be necessary, and, therefore, no oppression possible; thirdly, that the interests of the class at present engaged in the manufacture will be cared for, as of course they will be allowed the first refusal of the rent.

I have, &c.

T. Prendergast, *Collector.*

Appendix E.—No. 22.

The Collector of Masulipatam to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Masulipatam, Collector's Cutcherry,
Sir, *April* 13, 1854.

1. I have the honour to acknowledge the receipt of your letter, dated the 11th of March, calling for my opinion upon the practicability of substituting a system of excise for the present mode of taxation upon salt.

2. The main object, as appears from the enclosure, is thedisconnection of Government from all concern in the manufacture of salt, and confining their interference to the collection of the revenue; and this, not with the view of conferring any practical benefit upon the people, but with that of ridding themselves of the burden of a term, which the general character of recent legislation in England, the sentiments of benevolent and disinterested philanthropists, and the special efforts of interested agitators have alike combined to render odious.

3. The few remarks which I shall make on this subject will, as I presume they ought, have reference solely to the aspect of the question at issue in connection with the district of which I have charge.

4. Upon a full consideration of the question, whether a system of excise upon the manufacture of salt can be introduced in lieu of the present monopoly, both with benefit to the people and without material detriment to the revenue in this district, I arrive at the conclusion that any system of excise would both be more vexatious and inquisitorial than the present system, if it were carried out effectually, and that the risk to the revenue, even with every effort to carry out the excise system effectually, would be very great.

5. To attempt in this district, in which salt swamps extend at a few miles inland along almost the whole coast, for eighty miles, from Point Deevy to Samuldeeru, to render the manufacture of salt absolutely free to all persons under excise regulations would be utterly impossible. If it be determined that the salt revenue *must* be raised by excise, instead of by Government retaining the manufacturing monopoly, and affixing an artificial price upon the product, it will still be impossible to permit the manufacture of salt at whatever place the producer may find convenient. There will be no practical difference in the amount of superintendence. There must be fixed establishments under Government superintendence to watch the production, to ascertain the amount stored and sold, and to settle and collect the excise due upon it, without openings for fraud, even far more wide than those which exist under the present system. Wherever there is either a monopoly or a high rate of duty upon the production of an article such as salt, we may be sure that unceasing efforts will ever be at work to evade the monopoly or to defeat the excise. Even with the effective means of action possessed by the Government at home, we know how difficult a tax an excise has always be found, how inquisitorial in its nature, and expensive in its collection. In the coast districts in this country, from the facility of production and from various local considerations, these evils will exhibit themselves in a higher degree, and there will not be the salutary check to oppression and abuse of inquisitorial authority which the spirit and character of the people at home at once supply. The name will be changed from monopoly to excise; but, irrespective of all financial considerations, the new system, instead of being a substitute for a monopoly, will be a monopoly under another phase, more objectionable in its action.

6. It may be urged that it would be possible to farm out the privilege of manufacturing and selling salt, either in talooks or for the whole district, in the same manner as is done with the abkarry, and that this would remove the present objections to Government being the manufacturer; but the very opposite character of the article presents obstacles to their being treated in a similar manner. In the one instance, while the Government obtains a revenue from the manufacture and sale of spirits, one of the avowed objects of the system is to restrain the immoderate use of intoxicating liquors, to place the manufacture under control, and to prevent any deleterious drugs being used. With salt, the object of Government must be to encourage increased production and sale of salt, obtaining from it such an amount of revenue as the exigencies of the State require. Vesting in the hands of one individual, or of a body of individuals, the sole privilege of producing a necessary of life, would be granting to them a monopoly more replete with objectionable features, and more liable to be abused than the present Government monopoly. The individual monopolist looks

solely to his own personal interests for the short period of his monopoly. The Government monopolist has the permanent interests of the people to consider. If it were productive of profit to the licensed farmer to collude with the subordinate officers of Government in view to defrauding them, he would, in the present state of morals, unquestionably do so; and I believe fraud of this character would be alike far more difficult of proof, and of check, than frauds practised by Government servants, and the manufacturers whom they employ under the present system.

7. I consider the present price materially too high. I believe that a lower rate, with depôts in the interior, at some distance from the coast, and greater facilities for the transport of salt, would soon tend to carry the sea salt so much farther into the interior, and in so much larger quantities, than at present, that the result would be increased revenue. The supply from this district, provided all the swamps were turned to use, might be almost illimitable, at least a deficiency in the supply of labour would be almost the only limit. I much question whether even if any capitalist were to be found ready to take up the manufacture as a private speculation in the present condition of this district, he would be able to obtain the requisite amount of labour to ensure success in the operation on a large scale. With a large number of petty licensed manufacturers allowed to sell on their own account, the number of excise-men required to prevent fraud, even assuming them to be honest, would be immense. The halut duty in Canara on cardamums and betel-nut was a kind of excise, and having for many years witnessed the effects of that system, and seen the extent of oppression to individuals, and of frauds upon the Government, which, although *occasionally* proof and punishment were possible, it was impossible to check; and believing that if an excise be substituted for the present more simple system, we shall find that we have introduced a system in which not only is the revenue more precarious, and the actual supply of salt for the consumption of the people more uncertain, but that more expensive establishments are required, and that no advantage has arisen to the people,—but, on the contrary, more oppression, more inquisitorial proceedings and abuse of irresponsible authority. I am not at all inclined to recommend that an excise should be substituted for the existing system in this district.

T. D. Lushington, *Collector.*

Appendix E.—No. 23.

The Acting-Collector of Guntoor to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Guntoor District Collector's Office, Sandole, March* 30, 1854.

I have the honour to acknowledge the receipt of your letter of the 11th instant, calling on me to submit my sentiments on the proposition to substitute a system of excise on the manufacture of salt for the present monopoly.

2. I am decidedly averse to any such change, feeling sure that if anything approaching to the amount of revenue at present obtained under the monopoly is to be realized under the proposed system, no advantage whatever will accrue to the great body of the people, who would probably have to pay for salt of an inferior quality very nearly, if not quite, as high a price as they now do for the salt from the Government stores. In the realization of the salt revenue under the existing system, there is little opportunity for exaction. The price at the stores is fixed and well known to all, and, once paid for, the purchaser is free from further demands. The utter impossibility of checking the extortions on the one hand, and the connivance at fraud on the other, of the horde of excise men it will be necessary to entertain, appears to me of itself a conclusive reason against the adoption of the system proposed. The probability, too, of the supply under such a system at times falling short of the demand for an article, the trade in which is liable to so many contingencies, and which fluctuates so much with the season, forms, in my opinion, another strong reason for adhering to the system which at present obtains.

3. The Board are aware that the ryots, who are engaged in the salt manuture in this province, are as well off as those who follow other pursuits, and many are also employed in the cultivation of land, the salt being manufactured at a season when their agricultural labours are suspended. Permission to make salt is eagerly contended for, and the pans are generally saleable.

I have the honour to be, &c.,

A. Purvis, *Acting-Collector of Guntoor.*

Appendix E.—No. 24.

The Collector of Nellore to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Nellore, Collector's Office, March* 18, 1854.

1. With reference to your letter of the 11th instant, requesting me to submit my sentiments on the subject of the introduction of a system of excise upon the manufacture of salt, in lieu of the present monopoly, I have the honour to state that such a change would, in my opinion, be attended with many objections. The salt revenue derived from this district is very considerable, amounting for the past Fusly 1262, or A.D. 1852-53, to rupees 4,40,940 : 7 : 3. This large sum is realized with the utmost facility, and does not appear to press at all severely on the people, as far as this district is concerned; it is, however, unnecessary to enter, at present, on this part of the subject, the change in question not necessarily involving any decrease in the rate of duty charged, but merely in the mode of collecting it.

2. It appears to me that it would be very doubtful whether, under the excise system, a constant and sufficient quantity of salt would be kept on hand by private persons, for the home and inland sales, as well as for export to Bengal and Chittagong; but, should the requisite quantity be produced and kept up, the next difficulty that presents itself is how so large an amount of duty is to be levied. Few persons would be found with capital sufficient to pay the excise on the salt before it was disposed of, while, on the other hand, to leave large quantities in the possession of private individuals, previous to the payment of the duty, would open the door to most extensive frauds, and afford great facilities for removing it in small quantities, from time to time, without payment of duty at all. Under the present system, the manufacture being closed after the total amount allowed has been made, the salt on the platform, when once duly stored, must be accounted for, and in case of its illicit removal there is no opportunity of making up any deficiencies; but were the manufacture to be free, no such check would exist.

3. The injury to the present manufacturers, under such a change of system, would also be great, and appears to have attracted the notice of the Court. Salt pans are now private property, and furnish a means of livelihood to their owners, but under a system of free manufacture their vested interests must necessarily suffer.

4. On the other hand, it would, undoubtedly, be a step in advance to do away with the monopoly, and allow freedom of manufacture, but the people do not seem, as yet, sufficiently advanced to render them capable of steadily supplying the market, while the risk to the revenue and loss of private property offer the most serious obstacles in the way of the change.

5. A system of granting licences to manufacture salt, at stated localities, appears to me to be liable to similar objections to those above mentioned.

I have, &c.,
F. B. Elton, *Collector of Nellore.*

Appendix E.—No. 25.

The Collector of Chingleput to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Chingleput District, Collector's Circuit Cutcherry, Conjiereraim, April* 25, 1854.

Paragraph 1. As required in your letter of the 11th ultimo, I have the honour to submit my opinion on the expediency of substituting an excise duty on salt for the present monopoly, the Court of Directors having, in their despatch therein referred to, dated the 5th of October, 1853, expressed their desire that Government should, if possible, cease to be connected with the manufacture of the commodity, and confine its functions to the collection of the duty, and suggested for consideration a general system of excise, allowing the manufacture absolutely free to all persons, or a system of modified excise, such

as that of granting licences to particular persons, to manufacture the article at stated localities, in the event of the impracticability of carrying out the former system, embracing, as it does, such a general freedom of manufacture.

2. The levy of an excise duty on the article, while in the possession of the producers and manufacturers, may perhaps be considered a measure difficult of introduction in the Bengal Presidency, where the boiling process of producing salt is so extensively carried on and in sheltered localities, owing to the stringent rules it would be necessary to frame, for the protection of the public revenue, and to the necessity of maintaining an extensive preventive establishment; but I am induced to believe that the question is disencumbered of most of its difficulties, as regards this Presidency, where the manufacture is carried on in defined localities along the sea coast. Here it becomes unnecessary to impose any restrictions, as regards the persons manufacturing on the localities where the manufactories are to be established, or even to require that the quantity produced should be limited to any particular extent, restrictions which, however, have apparently been contemplated by the Court, in suggesting a modified excise or that of granting licences to particular individuals, for raising salt at appointed stations.

3. Salt raised by the process of boiling can never be placed in competition with that produced by means of solar evaporation, in consequence of the great cost which is comparatively attendant on the former system. The process of manufacture by solar evaporation can only be carried on on lands situated along the coast and adjoining backwater, to which places the manufacture may, without inconvenience, be restricted.

4. Most of the tracts available for the purpose have already been turned to account, so that the unrestricted freedom of manufacture would only lead to the extension of the pans, at the present salt stations, and to the establishment of new pans, at a few adjoining localities, all of which could conveniently be brought under the control of the same establishment as at present employed to superintend the manufacture and sale of the article under the monopoly.

5. It will be necessary to consider the arrangements that should continue to be adopted, for the prevention of smuggling under the proposed system, and, as the abolishment of but few rules, as at present in force, appears to me desirable, it may not be out of place briefly to refer to the course now pursued to guard the public revenue. At the commencement of the season, orders are issued for the manufacture of a fixed quantity of salt, which is allotted to the several pans at each station. During the period of manufacture, the pans are vigilantly guarded by the ameen and his establishment, and the extra peons annually sanctioned for the purpose. At two stages of the manufacture, estimates are framed by the ameen of the quantity of salt raised, which are daily furnished to this office, as a check to the subsequent fabrications of accounts. The salt is eventually removed to a platform, where it is measured and heaped in regular order, each heap containing an equal quantity and being of the same dimensions. When the required quantity has been secured the manufacture is closed, and the sales commence in the numerical order of the heaps. The ameens, who are furnished with blank rowannahs (stamped and numbered), are required to distribute them to parties making purchases of the article, entering therein the name of the party, the place for which consigned, the quantity and the date of the purchase, as a protection for the transport of the article, sending daily accounts of these transactions to this office. On reasonable ground for suspicion police officers at any stations in the interior are authorized to examine the salt *en route* and compare it with the rowannah, when, should an excess be detected, the consignment is liable to confiscation.

6. I am of opinion that the excise should be levied at the place of manufacture on the quantity of the articles ascertained to have been raised, and at a fixed amount per garce, that the quantity and mode of manufacture should be left to the discretion of the producers. The other arrangements in force under the present monopoly, as above detailed, might with slight modifications be reasonably insisted on under the system of excise now under contemplation, and cannot be considered oppressive, or more stringent than necessary for the protection of the revenue. The closing of the manufacture at a period of the year when it can no longer be advantageously continued is no hardship. The removal of the salt to a common platform appears an indispensable precaution in the adoption of a system according to which the duty is to be levied on the actual sale of the article; whilst the distribution of rowannahs on consignments being effected enables the police officers to satisfy themselves that the excise on the article while on transport to its place of destination has been paid.

7. It was formerly usual to require that the rowannahs should be delivered up to the nearest police officer for re-transmission to the Collectorate in which they were furnished whenever the salt was sold at any intermediate station *en route* to the place to which consigned, but this practice has been recently prohibited as oppressive. With all due deference, I am however of opinion that this rule should be strictly enforced, as it affords the only check to parties obtaining, in collusion with the local officers at the pans, an additional supply on the same

rowannah. The rule equally applies to the excise system under the arrangement above detailed, and, unless strictly enforced, it is obvious there is no necessity of granting rowannahs at all. All check and supervision to guard against frauds committed by over-storing would be at an end.

8. Under either system, some thefts, it must be expected, will occur during the period of manufacture, while against the more serious evil of connivance of the Government servants in these frauds, the jealousy which will naturally exist in some degree between them and the manufacturers, the vigilance of the police employed serving as a preventive establishment, and the offer of rewards to them, and to the community at large, for the detection of frauds will operate as a combined check. The jealousy amongst the manufacturers must necessarily be greater under a system of general competition amongst private traders than under a Government monopoly. I have been induced to enter into these details more with the view of exhibiting the practicability of an excise on salt, rather than of laying down any definite rules for its introduction, which must eventually be determined on a reference to those in force at Bombay, where the system of excise appears already to be in successful operation.

9. The system of granting licences to particular individuals would, in all probability, merge into a monopoly by the combination of a few of the most influential traders and men of substance to the disadvantage of the consumers, an apprehension which need not for a moment be entertained under the general excise contemplated. The salt pans are* as private property in very minute divisions by a numerous body of proprietors of all classes, among whom a combination for that purpose would amount to an impossibility, and is contrary to all reason and experience. It has been seen that the prices of agricultural produce which were high when the Government received the Mailwarum share of the crops in kind, and disposed of it as a monopolist, have fallen off on the introduction of the field-money assessment, in consequence of the competition on the part of the agriculturists to dispose of the produce of their labour. An extensive competition in any article of trade has invariably been attended with a reduction in prices.

10. Arguments might with greater reason be advanced against the system of unlimited manufacture, as tending, on the other hand, to so great a reduction in profits as not to render it a matter of sufficient inducement to furnish the market with a sufficient supply of the article; but, as there is every reason to believe that the operations of the salt trade will be very extensive, I can see no grounds for giving these arguments any undue weight. The producers will feel disposed to raise as much salt as they can, as the cost of manufacture is trifling, and as they will not be called upon to pay the heavy duty on the article until they find purchasers to remove it from the stores on what they consider profitable terms.

11. There appear other important advantages in favour of the system proposed, and which require particular notice. I have already adverted to the probability of a reduction in the profits of manufacture, and whatever this may be, the consumers are to such extent the gainers. I shall therefore proceed to show the extent of this advantage as applicable to this district. The manufacturers are remunerated by fixed rates of coodewarum for each garce of salt supplied to the Government stores. These rates were determined in reference to the shares paid to them by Government from the prices obtained for the salt prior to the monopoly, and consequently varied considerably according to the degree of perfection attained in the manufacture at the different localities. The rates, as now paid, vary from 6 rupees to 25 rupees, the average being 12 rupees 6 annas 5 pies, to which the other charges incidental to the monopoly being added, viz., compensation when it is necessary to suppress the manufacture at particular localities, the actual cost per garce is raised to 14 rupees, 13 annas, 8 pies. I have not included in this cost the charges of establishment amounting to 4 rupees 10 annas 10 pies per garce, which, though partly incurred in superintending the manufacture, more properly appertains to the sale of the commodity under the Government monopoly, and will be an equally necessary item of expenditure in carrying on operations for the levy of the duty, and the prevention of smuggling under an excise system. Private individuals, on the other hand, can readily raise a garce of salt at 6 rupees, which is the rate of coodewarum paid at some of the pans, to which a profit of one or two rupees being added, the difference between the two charges, amounting to 7 rupees, will be the gain which will be ensured to the public in the purchase of the article.

12. The manufacturers will, on the other hand, lose the high rates of coodewarum which they have hitherto enjoyed. A loss, however, for which they will be amply compensated by the extensive market which, under a system of excise, will be opened for the consumption of the salt manufactured by them, and to which the high cost of the article under a Government monopoly, embracing the high rates of Coodewarum above referred to, and other items of charges, has hitherto proved a bar. The actual cost of manufacture by solar

* So in original.

evaporation in Bombay appears to be nearly the same as in this Presidency, viz., rupees 7 the garce, whilst the freight for the transport of the article to Calcutta will be charged at a lower rate in the latter case, both in consequence of the shorter distance, and from the balance of trade between Bengal and Madras being in favour of the former, which will induce the importers of grains into Madras to take return cargoes of salt to Calcutta at a reduced freight. Notwithstanding this advantage, the export of salt from Madras to Calcutta has been about a third of the export from Bombay. An anomaly which can only be accounted for, by the effects of the two systems in operation in the above Presidencies, which, by creating an artificial difference in the cost of the manufacture, operates as a bounty to an equal amount on Bombay salt.

13. Under a system of unrestricted manufacture, the pans now under cultivation in the district under my charge are capable of yielding annually garces 9,000, from which deducting garces 2,000 for the inland sales, the remaining garces 7,000, or Bengal maunds 8,40,000, would be available for export to Calcutta, independently of the article produced to any increased quantity by the extension of pans which may hereafter take place.

14. The above quantity is nearly five times that at present exported from the Presidency of Madras, twice as much as is exported from Bombay, half the supply imported from Great Britain, and $\frac{1}{5}$th of the entire consumption of the Bengal Presidency. I need hardly enlarge on the inexpediency of a system which may in principle be considered to curtail the natural resources of the country to such an extent.

15. I have already observed, that the actual cost of salt is 7 rs. the garce, to which the charges of shipment and freight being added, the article can be landed in Calcutta at from 50 to 55 rupees the garce, (maunds 120), a sum which considerably falls short of the cost of manufacture by the Bengal process of boiling. Hopes may, therefore, be entertained of the unrestricted export of salt from the Madras Presidency, eventually tending to the supersession of the Bengal manufacture, which, whether carried on under a system of excise or monopoly, must materially reduce the charges for maintaining a large establishment, and might reasonably be discontinued, when natural causes and circumstances are shown to place it clearly at a disadvantage.

16. Before closing this part of the subject, I shall allude to an additional consideration which presents itself, viz., the uniformity of taxation which a system of excise is calculated to secure. This will not appear an unimportant matter, when the difficulty, I may say the impracticability, of exactly adjusting the import duty on the foreign article to the monopoly price is borne in mind. The various questions raised for consideration in this point have not yet been satisfactorily settled, either in this, or in the Bengal, Presidency. The difficulty of separating the actual cost of manufacture from the other charges attendant on the monopoly, of making reasonable allowance for the expensive nature of the Government manufacture as compared with a private undertaking, and of fixing upon an average rate of import duty calculated to meet the circumstances of all Collectorates must be obvious.

17. The Government of Madras has hitherto imposed a high protective duty on the foreign article which virtually prohibited its importation; should the proposed reduction of the duty to 90 rupees be carried into effect, complaints might on the other hand be raised by the home manufacturers of a bounty of rupees 23 being conferred on foreign salt; and to whatever extent the freight attendant on importation may be considered a protection, the Government could not with justice, approve of a measure which under so great an advantage admits of imports being made to the supersession of an equal quantity of home manufacture.

18. The Court have remarked that, "a question of far greater importance than the mode of collecting the duty is its amount, and although the rate would not have been directly affected by the clause above referred to, there can be no doubt that a reduction in the rate was the object chiefly sought by many who supported it."

19. Various opinions have been offered as to the degree of inconvenience that is experienced by the inhabitants of the Madras Presidency, consequent on the high monopoly price of salt. I have no reason to believe that the privation of this necessary of life is felt to any considerable extent in this Collectorate, as doubtlessly a large quantity of smuggled salt is consumed by the lower classes of the people, in every manufacturing district, despite every vigilance that is used to guard against these fraudulent transactions. This will be readily seen by a reference to the average annual consumption of Government salt in this district, which amounts only to 2 measures per head, whilst from the enquiries I have instituted from 6 measures to 1 mercal appears to be the actual consumption per head, the latter of which may be assumed as a fair maximum allowance; there could be no question as to the consumption being far below this standard in the inland districts, on the inhabitants of which any reduction of the monopoly price must necessarily confer a proportionate advantage. The point therefore to be

considered is, how far the augmented consumption attendant on such reduction would tend to keep up the revenue at present derived.

20. A Statement forwarded with the replies to the queries circulated by the Board, exhibits the annual sales of salt for inland consumption, under the different monopoly prices which obtained from Fusly 1215. The average sales from Fusly 1215 to 1218, under a monopoly price of 70 rupees the garce, were garces 2,838. During the subsequent 12 years when the price was raised to rs. 105, the average sales fell off, but to a small extent, being garces 2,798-21. The price having then been lowered to rupees 70, the sales in 6 years during which it was in force, exhibited considerable improvement, viz., garces 4,232 per annum. From Fusly 1237, when the monopoly price was again fixed at rs. 105, to Fusly 1253 the sales amounted to garces 3,985 per annum, being a loss of garces 150 in comparison with the preceding series of years, results which, after making due allowance for the increased demand arising from the natural increase of population, and the greater facilities of communication with the inland districts, which were gradually effected during the above period, must be considered as decidedly arguing in favour of a reduction of price being followed by increased sales. The effects of the further augmentation of the price to rupees 120 cannot well be shown in this district, as the falling off in the sales from Fusly 1257 has resulted principally from the opening of the Madras depôt for inland supply.

21. The effect of the alterations of the monopoly price will be more satisfactorily seen by a reference to the fluctuations in the aggregate inland sales of the entire Presidency during the different series of years referred to in the preceding paragraph, the sales of a single district being subject to alterations from various minor causes other than the monopoly price. I would, however, observe that to whatever extent the above calculations may justify the belief that a reduction in the monopoly price will be followed by increased sales, any opinion as to the exact amount of such anticipated increase, founded on data of the above nature, must be received with caution. The high rate of carriage hire to the interior, added to the high monopoly price, must necessarily to some extent limit the consumption of this necessary of life. Cart hire to Salem, Bangalore, Mysore, Cuddapah, and Bellary exceeds the monopoly price of the article; any reduction in the latter item therefore cannot in itself afford full relief to the inhabitants of the above districts.

22. Till the period actually arrives when the amount of land carriage is considerably reduced, as ere long will be the case on the completion of the railways, and on improvements being effected on the main lines of communication, the anticipated increase of sale must be comparatively small. I would therefore recommend that the proposed reduction in the rate of duty may be effected by degrees, to prevent any sudden falling off of the revenue. In the event of a system of excise being resolved upon, it will be necessary, in view to place this Presidency in an equality with Bombay, to fix an excise of rupees 90 the garce, which in itself would be a reduction of the rate. Its further reduction to rupees 70 or 60 the garce may then be taken into consideration.

I have, &c.

J. H. Cochrane, *Collector of Chingleput.*

Appendix E.—No. 26.

The Collector of South Arcot to W. H. Bayley, Secretary to the Board of Revenue.

South Arcot Collector's Cutcherry, Cuddalore,
April 28, 1854.

Sir,

I have the honour to acknowledge your letters of the 26th of January and 11th ultimo, on the subject of introducing a system of excise upon the manufacture of salt in lieu of the present monopoly; and, in accordance with the instructions therein contained, proceed to offer my opinion on the feasibility of the measure. In doing so, it is necessary to explain that my remarks relate to this district alone, as I understand my opinion to be called for to that extent only, and my observations would not be applicable to other districts in which salt is manufactured under Sircar management, or which are supplied from swampy tracts yielding large quantities of spontaneous salt.

2. The present inquiry originated in a motion which, though afterwards rescinded, was carried in the House of Commons for abolishing the monopoly, and the Court of Directors have in consequence expressed a wish that the Government should, if possible, cease to be connected with the manufacture of salt, and that its functions should be confined to the collections of the duty with the necessary precautions for the protection of the revenue.

But, while it is thus intended to retain an equal, or nearly equal, amount of revenue under the proposed change of system, a wish is expressed that it may be found practicable to benefit the people by reducing the rate of duty, in the expectation that such an increased consumption would follow as to prevent eventual loss to Government.

3. In this district all the salt is made by the owners of private pans, so that Government is already unconnected with its manufacture, and no argument can be advanced that by employing a public establishment, instead of leaving the manufacture to private enterprise, economy is sacrificed, and the original cost of the article enhanced. The question which therefore remains for decision relates to the manner in which salt is sold, and it seems to me that by a slight alteration the object of the Court of Directors could be attained, as our system differs practically so little from that of Bombay, that the Board of Revenue recorded the following remarks regarding it in their proceedings of the 31st of May, 1819, paragraph 31. "In short, the present system, (except in districts where salt is actually manufactured by hired labourers) is not to pay to the manufacturer his full price for the salt until it is sold. The article until that period is considered a joint property between the merassee manufacturer and the Government, *who may be said rather to levy a high excise duty at the period of its sale* than to look upon the salt from the time of its manufacture as their own exclusive property."*

4. Latterly it has been customary to pay the manufacturers for the salt produced by them on its being measured and received into store, so that it may be said to become the property of Government previous to its sale, and thus give cause for the mention of a monopoly. It would, however, be easy to return to the former mode, and settle with the manufacturers periodically after the salt is sold, retaining from the sale proceeds such an excise duty as is determined upon, and dividing the remaining sum among them. Some of the poorer merassidars might wish for an advance in partial anticipation of the final settlement on delivering their salt, and I presume that there would be no objection to Government making such advances on the security of the salt if it chose to do so, and save the merassidars from resorting to money lenders. The system would then agree in principle with that of Bombay, though in the details there would be some variation caused by peculiar local circumstances. For example, the manufacture in Bombay appears to be on such an extensive scale that each owner of salt works has his produce stored separately, and takes a part in finding purchasers for it. Here it is far otherwise, each set of pans being divided among numerous merassidars in such small parcels that it would be impossible to store the stock of each separately, or expect the meerassidars to take, individually, a part in its sale. I have lately shown,† that before the establishment of the monopoly, the Collector, Mr. Garrow, was obliged to manage the sales, retaining the Sircar warum of 50 per cent. from the proceeds, and distributing the rest to the manufacturers as they expressed themselves unable to conduct the business; and they still allege the same inability. It will therefore be necessary to employ an ameen or agent, to act for them and the Government, in disposing of the salt, the price of which could be regulated by the excise duty and by the coodewarum rates hitherto in force, unless the merassidars showed reasons for altering the latter.

5. In other respects the arrangements now prevailing agree closely with the excise system of Bombay. There are the same establishments of servants to keep accounts of the salt, and watch the pans, and store heaps to guard against smuggling. Passes, or rowannahs, are given to protect the salt on its being sold, and the Government authorities are equally able to prevent the establishment of new salt works, or suppress those which are no longer required.‡

6. In thus proposing no alteration of the present system, except the time and mode of paying the merassidars, I am influenced by the consideration, that, as no mere change from a monopoly to an excise would in itself effect the interests of the salt consumers, and as the manufacturers are generally satisfied with the present arrangements, it seems advisable to make as little change as possible in the management of a branch of revenue which furnishes important aid to the finances of Government, and is comparatively of recent origin. In consequence of a want of men of a sufficient capital and enterprise, and the existence of difficulties arising from the rights now vested in the salt pans, it appears to me impossible to raise a similar revenue under any system of licences or contracts or by an assessment fixed on the ground occupied for the manufacture of salt.

7. Another argument against more changing of system than is unavoidable seems to be found in our engagements to the French authorities, as it is

* See letter from Board of Revenue, dated 13th July, 1829.

† See my letter of 21st April, 1854, answer to 2nd question.

‡ See Act XXXI of 1850, sections 6 and 7, and Regulation I of 1805.

stipulated in the Convention of the 7th of March, 1815,* under which we pay the French Government annually 4 lacks of Sicca rupees on account of the salt monopoly; that the agreement is binding until both parties consent to its annulment. It is also proper to observe, that it is necessary to give 12 months' notice if we wish to terminate the Convention entered into between the Madras and Pondicherry Governments on the 13th of May, 1818, under which we pay an annual sum of rupees 14,000 for suppressing the salt manufacture in the French territories round Pondicherry.

8. I cannot conclude this letter without expressing an earnest hope that the present inquiry will lead to the benefit of the great body of the people, by abating the price at which they have now to purchase this grand necessary of life. I am aware that an exaggerated idea is common regarding the pressure of the monopoly, and that in the coast districts of India, where the cost of the article is not increased by expensive land carriage, the price of salt to consumers, as represented in money, is less than in France or in untaxed England.† But it must be remembered, that to the labouring classes of India salt is an absolute necessary to give a relish to the few and tasteless descriptions of food within their reach, and allowance must be made for the high value of money in India as compared with England, which is generally estimated at 4 to 1. The ostensible price at which the article is sold is therefore of less importance than the fact whether its consumption has not decreased under the late rates of duty. The information afforded by the public accounts is conclusive on this point, as exhibited in the following statement, which I laid before the Board with my letter of the 8th of November, 1852.

Average Sales.	Monopoly Price.	Home Sales.		Inland Sales.		Total of Home and Inland Sales.	
		Garces.	Rupees.	Garces.	Rupees.	Garces.	Rupees.
From 1216 to 1218..	70	768	53,761	1,118	78,281	1,886	1,32,042
„ 1219	70 to 105	809	79,704	932	91,945	1,741	1,71,649
„ 1220 to 1229..	105	888	93,272	884	92,944	1,772	1,86,216
„ 1230 to 1237..	70	1,084	75,790	1,639	1,14,856	2,723	1,90,646
„ 1238 to 1252..	105	453	47,591	1,373	1,44,195	1,826	1,91,787
„ „ 1253..	105 and 180	280	31,529	1,380	1,50,935	1,660	1,82,464
„ „ 1254..	180 and 120	341	41,368	1,727	2,13,532	2,069	2,54,901
„ 1255 to 1261..	120	494	59,309	1,469	1,76,353	1,963	2,35,663

I adverted on that occasion to the remarks of Government‡ on the effects of raising the monopoly price from rupees 70 to 105 per garce in Fusly 1219, as showing that a similar result had also occurred in other districts; and the force of those observations renders it unnecessary for me to dwell on the evils which must follow from diminishing the consumption of so necessary an article. The price has been since raised to rupees 120, and I trust that the encouragement offered by the extensiveness of the sales between Fuslies 1230 and 1237, although the population of the district was then less than at present, may lead to the re-introduction of a more moderate rate of duty.

I have, &c.,

E. Maltby, *Collector of South Arcot.*

* Article X. For the purpose of rendering this agreement permanent, the High Contracting Parties hereby engage that no alteration shall be made in the condition and stipulations in the foregoing Articles, without the mutual consent of His Majesty the King of the United Kingdom of Great Britain and Ireland, and of His Most Christian Majesty."

† According to information obtained from Ure's work in manufactures and arts, the comparative price of a bushel or 56 lbs. of salt is as follows:—

	R.	Ans.	P.
England	1	5	2
France	5	5	0
Madras	1	0	7

‡ See letter from Secretary to Government, in the Revenue Department, dated the 20th of March, 1820, circulated by Board of Revenue in the letter of 24th April, 1820.

Appendix E.—No. 27.

The Collector of Tanjore to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Tanjore, Cordacherry, March* 25, 1854.

I have had the honor to receive your letter of the 11th inst.

2. From the discussions which have lately taken place on the subject of the salt monopoly, I have been unable to gather that any benefit is to accrue to the consumer in a change from a government monopoly to an excise. If it be decided that, under the law which prohibits the East India Company from trading, the salt monopoly is illegal, the substitution of an excise is probably the only way of maintaining the salt revenue; but, if the monopoly is not to be abandoned on these grounds, I am not at present in possession of any facts that lead me to suppose that an excise would be preferable to the system which now obtains.

3. I have never been able to admit the justice of the virulent complaints that are made against the Government for deriving a revenue from salt. Every tax is, no doubt, an evil; but if it be granted, as it must be, that the amount of revenue raised by the salt monopoly is needed for the expenses of the State, I question if any could be substituted that would fall so lightly on the people; and the Board will probably admit that the selection of a new tax would not be very easy, when I state that, in lately discussing the question with a gentleman* who had voted in Parliament for the abolition of the monopoly, the only substitution he proposed was a poll tax.

4. The objections to the salt tax arise mainly from its name—were it not called a monopoly much of the objection would cease, and its chief opponents can only substitute for it a tax which has unanimously been condemned by all civilised nations as the most unjust and impolitic of all.

5. The price of salt at the place of manufacture is the only thing to be considered in determining how hardly the monopoly presses upon the people—the cost of carrying salt into the interior is an element in its ultimate price which would be wholly unaltered were it originally obtained for nothing, and is not, therefore, to be admitted into the question. By apportioning the sum realized on the sale of salt for consumption within this province on its total population, and making full allowance for children, I find that in the three Fuslies 1260, 1261, and 1262, the average sum expended in salt by each individual was respectively, 4 a. $5\frac{3}{64}$ p., 4 a. $4\frac{3}{32}$ p., and 4 a. $2\frac{1}{4}$ p. By this amount of individual taxation an annual revenue of rupees 3,83,914 9 1 is realized, and I am of opinion that in no way could the same sum be so readily collected by the State, or so easily paid by the people. It must be remembered that the sum is not simply a tax, but that some value is received by the payer of the tax in return; and that, were the salt revenue to be abolished and some new tax equal in amount substituted, the people would still have to buy their salt, and be by so much worse off than at present.

Sales for Home Consumption.

Fuslies.	Rs.	A.
1260..	3,93,500	1
1261..	3,89,645	1
1262..	3,68,598	8
Total	11,51,743	11
Average	3,83,914	9

6. The tax might, no doubt, be made to press even more lightly than it does by the reduction in the cost of transit, which would follow improved communications, and by the establishment of Government depôts for the sale of salt in the interior at a price the same, or not greatly above, that at which it is now sold on the coast.

7. I am not aware in what manner it is proposed to establish a system of excise, but the following present themselves to consideration:—An assessment on the land whereon salt is manufactured, the collection of duty on all salt as it leaves the pans for retail sale, and the collection of a tax from all dealers in salt. Under either of the latter systems the revenue might be farmed, as was formerly done with the betel and tobacco, and as is now done with the abkarry. I think that any assessment put on the land whereon salt is manufactured, which should in the aggregate yield a revenue equal to that now obtained, would be very difficult to realize—the assessment would be extremely high, while the sale of salt at uncertain periods, and sometimes at long intervals, would leave the

* D. Seymour, Esq., M.P.

merassidars without at all times the means of readily paying it. Under the second system, a chowkey at each salt division would be sufficient for the collection of the duty, and the rowannah, whether given by a Government officer or a renter, would pass the salt throughout the country free from all examination; the maximum rate of duty to be collected would, of course, be fixed by law.

8. Perhaps a combination of the two systems would be the best course to adopt—a moderate assessment on the land, and a small duty on salt leaving the pans. A difficulty will, however, probably arise connected with the manufacture of earth salt; if the manufacture is to be allowed, the sale of sea salt will diminish, and the revenue fall considerably. If it is to be checked, as at present, by the Government officers, there will be ceaseless complaints, whether just or unjust, from the renter, that his profits are lowered in consequence of illicit manufacture. It is questionable whether any amount of reduction in the price of sea salt will put an end to the use of earth salt, the cost of carriage from the coast alone must always make the former more expensive than the latter, and the very poor will continue to prefer the cheaper, although less wholesome, article.

9. I am not of opinion that an excise will benefit any one. I think that an inferior salt will be sold, and that the Government revenue will suffer. It is not to be expected that the manufacturers will, when left to themselves, take the same trouble to prepare their pans that they do now, when the European officers of Government superintend all their proceedings; and as at present it requires constant care and attention to ensure that the quantity of salt required is manufactured, to obviate any fear that, when Government superintendence is withdrawn, the supply may not always equal the demand, it will be necessary to leave a wide margin of profit to the manufacturer.

10. On the whole, I am of opinion that the present system is preferable to an excise, and that the latter should be introduced only in case it be decided that the Government sale of salt is illegal.

H. Forbes, *Collector of Tanjore.*

Appendix E.—No. 28.

The Collector of Madura to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Madura, April 26*, 1854.

In reply to your letter of the 11th March, I have the honour to express my opinion that the substitution of a system of excise for the present salt monopoly would be attended with more risk than advantage.

2. I presume that the excise law would be similar to Act No. XI, of 1838, and that the individual cultivators would not be allowed to sell on their own account, but that an individual or a company would engage for the aggregate of all the small beds or pans in one locality, and be obliged to store the salt, as at present, in a single enclosure.

3. In the first place, I think there would be a risk of a deficient supply, from a want of capitalists competent to undertake for a set of pans. If the plan were partially introduced, in Chingleput for instance, this difficulty might be gradually overcome.

4. Secondly. It appears to me that there would be a much greater facility for smuggling than under the present system. I allude more especially to smuggling from the pans themselves and salt swamps. Thirdly. I fear that an impetus would be given to the manufacture of earth salt; even now the police officers and others are very supine in checking this, and when the vigilance of the Collector is relaxed from not being immediately concerned in the manufacture, and the police no longer receive constant warnings, I should anticipate great indifference on the part of the local native officers.

5. I do not observe that Regulation II of 1838 provides for rowannahs, but if any safeguard which now exists be dispensed with, the revenue, which depends on the actual sales at the depôt, must, I should imagine, fall off.

6. The advantages would be, the relief afforded to the Collector by the transfer to other hands of all the trouble of the manufacture, and that attendant on a large establishment, and the skill and exertion which it may be supposed would be called forth from persons whose profits would directly depend upon the cheapness and quality of the article they produced. I do not think lightly of these advantages, but must confess that the risk at which they will be purchased appears to me more than commensurate.

R. D. Parker, *Collector of Madura.*

Appendix E.—No. 29.

The Collector of Tinnevelly to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Trichendoor, March* 24, 1854.

With reference to your letter, dated the 11th instant, and to the Circular of the 26th of January last, therein alluded to, I have the honour to inform you that I have consulted with several of the most intelligent native revenue officers under me, and taken the opinions of the salt ryots of the pans in this neighbourhood, on the subject of the proposed substitution of a system of excise on salt for the present Government monopoly.

2. It is allowed by all that the change will be difficult to effect; several schemes have been thought of, but all appear for one reason or another to be objectionable. It is evident that an excise duty cannot be levied on the salt when manufactured, but must be collected when the commodity has passed, or is passing, into the hands of the first purchaser. This might be effected by placing an excise chowkey at the entrance of every salt pan, where duty should be collected from the merchants who have purchased salt. But as the salt ryots have in general no capital, it would still be necessary to give them advances at the commencement of the manufacturing, to be afterwards recovered from them; so that the interference of the Government officers would still be considerable.

3. Another plan which has been thought of, is to farm out the pans to speculators, and collect the rent from them by kists, as is done in the case of abkarry, but this would require a considerable sacrifice of the revenue, for no one would engage in such an enterprise without the certainty of making a large profit.

4. Another expedient which has been suggested, is that of giving up the management of the details of each establishment to the salt ryots themselves on joint rents, allowing them tuckavy, and making the collections by kists. But such an expedient, it is feared, would be very difficult, if not impossible to carry out, in consequence of the numbers, poverty, and indifferent character of the salt ryots.

5. Some have proposed that a heavy land tax should be laid on the extent of pans, which would probably throw a great number out of use; and others have suggested that a capitation tax should be imposed on the whole salt-consuming population, and Government interference withdrawn altogether from the commodity itself, but this is exposed to all the objections which lie against the system of moturpha, and would also be unpopular.

6. For my own part, I believe that unless the Court of Directors are prepared for an immediate sacrifice of a large proportion of the salt revenue, no change should be made in the present system. If however such a sacrifice may be admitted, I am of opinion that renting out the pans would be found to answer the best.

C. J. Bird,
Collector of Tinnevelly.

Appendix E.—No. 30.

The Collector of Canara to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Collector's Cutcherry on Circuit, Sirce, March* 20, 1854.

I have the honour to acknowledge your letter of the 11th instant, requesting that I will submit my sentiments on the subject of the introduction of a system of excise upon the manufacture of salt, in lieu of the presen monopoly.

2. As I have had occasion to dwell at some length on this subject in previous communications,* I believe it will be sufficient if I state concisely that I am of opinion that it is impracticable to render the manufacture of salt

* Dated 3rd September and 3rd December, 1851, and 22nd September and 10th November, 1852.

absolutely free to all persons under excise regulations, but that a system of modified excise, by granting licences to manufacture salt at stated localities, might with great advantage be substituted for the present system.

3. This substitution will be attended with difficulties, but not of an insuperable nature. If accomplished, it will enable this district to compete on equal terms with Bombay and Goa, from which places a large quantity of excised salt is now imported.

4. It is highly desirable that the change should be accompanied by a considerable reduction of the duty; and this I am sure would prove only a temporary sacrifice of revenue. If salt were reduced in price, it would be used to a very great extent in curing fish, which are now cured with salt mud only, and the inland consumption would greatly increase.

5. I have already pointed out that a legislative enactment is called for, for the protection of the revenue, the only penalty for smuggling salt being the confiscation of the salt, and this is clearly inadequate.

6. I beg to transmit to the Board a map of the salt trade, which accompanied a previous report,* and which may perhaps facilitate the Commissioner's investigations.

7. I request that this may be returned when no longer required.

I have, &c.

F. N. Maltby, *Collector, Canara.*

Appendix E.—No. 31.

To W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Calicut, April* 10, 1854.

In reply to the Board's proceedings of the 26th of January last, I have the honour to remark that no salt is manufactured in Malabar, the needful supply of that article being, for the reasons given in my letter of the 9th of October, 1845, always procured from Bombay.

2. By the "Fort St. George Gazette," dated the 6th of December, 1853, salt is admissible into certain ports† of Malabar, on the payment of a duty of 12 annas per Indian maund.

3. Very little has, however, as yet come in under this permission.

I have, &c.,

H. V. Conolly, *Collector of Malabar.*

Appendix E.—No. 32.

The Acting Collector of Madras to W. H. Bayley, Esq., Secretary to the Board of Revenue.

Sir, *Madras, April* 12, 1854.

I have the honour to acknowledge the receipt of the Board's Circular, dated the 26th of January, and your letter of the 11th of March, calling for my sentiments on the abolition of the salt monopoly, more especially on the substitution of a system of excise for that now in force.

2. Not having access to any recorded information, as to the details of the excise system in force in Bombay, or its results, I feel great hesitation in forming an opinion on a matter on which I have no practical experience. I shall confine myself to mentioning such considerations as occur to me on the general question.

3. The present salt revenue of this Presidency may be taken as half a crore of rupees, of which the charges amount to about 15 per cent. or $7\frac{1}{2}$ lacks. Now if it is intended to raise this sum, or anything like it, by a system of excise, I cannot conceive of any arrangement which would not practically involve as much restriction as the present monopoly. The places of manufacture and of sale must be limited as much as at present, and a large preventive establishment

* 10th November, 1852.

† Tellicherry, Calicut, Cannanore, Ponany, Cochin.

maintained, while the temptations of fraud would be as great, and the facilities increased by the novelty of the arrangement substituted for one improved by fifty years' experience. The selling price would indeed be left free, but whether this would tend to improve the commodity, or benefit the consumers, seems doubtful.

4. A system of licensing would allow far more freedom of trade, but the difficulty will be very great of apportioning the present revenue on the pans. It is quite impossible even to approximate to the annual produce of a given extent of land. It may be six garce, or it may be two. For instance last year's operations began in April, and were continued till the end of September. Formerly it has been considered that from January to the end of June was the extreme of the working season. The licences might, it is true, provide for a certain rate of tax, according to the number of days that the pan might be worked, but this would require a watching establishment through the year.

5. The objection mentioned in the last paragraph, founded on the uncertainty of out-turn, depending on the season, seems fatal to the third and simplest expedient, that of taxing the pans according to the extent of lands, while it would throw the whole burden on the ryot.

6. Under any of these three modes I think the manufacture would pass out of the hands of a great number of those who now live by it, as considerable capital would be necessary to carry it on.

7. On the whole, I believe the existing system to be capable of answering every end desired, and to afford one of the least oppressive,* equable, and convenient methods for raising a revenue that can be devised for India. Except in name I do not think it open to the evils usually ascribed to monopolies, and I understand that it is more popular with the manufacturers and merchants, than any of the modes suggested would be.

8. Two obvious improvements suggest themselves. First, the reduction of the price; second, the establishment of up-country depôts, wherever water-carriage is available.

9. I forward copy of the superintendent's report, going more into details than I have thought it necessary to do.

I have, &c.,

H. Stokes, *Acting Collector of Madras.*

Enclosure A.

The Superintendent of Salt to the Acting Collector of Madras.

Sir, *Madras Cotaur, April* 6, 1854.

I have the honour to acknowledge the receipt of your Order of the 13th of March, calling for a report upon the papers therewith forwarded, consisting of two Circulars from the Board of Revenue, dated the 11th idem and the 26th of January, 1854, with correspondence between the Home and Supreme Governments, relative to the proposed introduction of some other system in substitution of the present salt monopoly, and regarding the inquiries to be made thereon by Mr. Plowden, the Commissioner appointed by the Government of India.

2. Before entering into the subject of any change I would beg to notice, briefly, the system under which the salt monopoly is now managed, in Madras.

3. In the Collectorate of Madras the Government purchase the salt from the manufacturers at a fixed rate of 10 rupees per garce,† and store it at their own platform, near the town walls. The prime cost to the manufacturer may, as this has been admitted to me by the manufacturers themselves, be reckoned in a round sum at 5 rupees per garce (exclusive of the outlay required on the first formation of the pans, in land previously waste); they have, therefore a profit of 5 rupees per garce for their labour.

4. The Government, as it were, take the salt from the manufacturer as security for payment of the revenue, bear the cost of stowage, measurement and carriage by the canal, and pay him before they themselves effect a sale. If this were not done the revenue could not be so easily secured, and the manufacturer, who is generally a common labourer, would be much inconvenienced, and have, probably, to sacrifice his salt by mortgage to a soucar or money-lender, until he effected a *bonâ fide* sale. He would, moreover, from all these difficulties be subject to much interruption, during the season of manufacture, in which every hour is to him of infinite moment, to enable him to reap successive scrapings. The places of manufacture in Madras, and the quantity to be manufactured are

* So in the original.

† The salt manufacturer's share varies in different districts, but I have given only the rate for Madras.

restricted, and unless this were done, no establishment, in my opinion, under any system, and whatever might be its strength and cost, could successfully protect the revenue from this source.

5. The Government sell the salt at 120 rupees per garce, which includes all expenses and their own profits. The wholesale merchants are allowed salt at rupees 114 per garce or 5 per cent. below the monopoly price, because they take it in quantities not less than 10 garce, usually for the interior, in return bandies, and the retail dealers, for home or inland consumption, pay rupees 120 per garce. Five mercals is the minimum quantity saleable, which is equivalent to a cavady load. The retail price in the bazaars of the town of Madras, to the consumer, now averages from rupees 133 to rupees 167 per garce.

6. I do not think it necessary to notice the exports by sea as they have gradually fallen off, and none has taken place for nearly two years. The price to exporters is 15 rupees per 100 Indian maunds, inclusive of shipping charges, which are defrayed by Government, and it is probable that salt from this Presidency can be landed at Calcutta at a cheaper cost than any British or foreign salt.

7. The rules to ship in square-rigged vessels, if modified, would probably create a demand for salt for export to Calcutta.

8. Thus it will be seen that, while the Government revenue is secured, the manufacturers are well remunerated for their labour, the wholesale and retail dealers derive a reasonable profit in their sale to actual consumers; and, as the quantity consumed by each soul is insignificant in the town of Madras, the price is not felt, except perhaps by the lower classes in the provinces, where the article is much dearer in consequence of the expense of transit, &c.

9. In substitution of the system which has been described above, it is proposed—

Firstly. To make the manufacture and sale of salt absolutely free, subject to an excise or other duty. Or,

Secondly. If it be found impracticable to render the manufacture free to all persons under excise regulations, then to establish a system of modified excise, such as that of granting licences for manufacture at stated localities.

10. The objections which seem to press most heavily against the first proposal are, that there can be no real freedom of action, either in manufacture or sale, under any excise regulations. Under any such regulations the manufacture must really be restricted; every step taken by the manufacturer in laying out his pans, or in scraping or selling his salt, would have to be watched by the Excise Department to prevent his defrauding the Government by an undue extension of his pans, or by clandestinely avoiding the excise duty on the salt. Probably the latter might be obviated in a great measure if the salt were received in bond, but the manufacturer would, in this case, take his own time to bring the salt to the place. Part of it might not reach the platform for storing, or the bonding warehouse, if a few miles away, until the approach of the monsoon, either from the inability on the part of the manufacturer or from accident or intent; and the salt thus left at the pans would require double the amount of watching and cost of establishment for that purpose, while the fact of leaving the manufacturers free to act in this one instance alone would hazard much of the revenue.

11. The constant interference and inquisitive system which would be necessary for the due recovery of excise duties in whatever shape they may be levied, even under the most simple rules, must hamper the manufacture as well as the trade in salt, and cannot open it to all, and the abundant means of avoiding the duty in remote localities would render it impracticable effectually to guard against smuggling at the heaviest cost, and with the largest establishment, a third of whom, perhaps, would only be trustworthy. This system would ill replace that now existing in the Madras Collectorate, where, after the experience that has been gained in the management of the monopoly by the two late Assistant Collectors, and after much attention bestowed by myself, smuggling has apparently been fully put down, and every effort made to facilitate fair dealing in salt.

12. I consider that the excise system will be, if not more, at least as, cumbersome to the manufacturer and trader as the system now existing in Madras. I am quite satisfied that the expense will be much greater, and I cannot find that any advantage to either manufacturer or trader, or to the Government, can accrue by its introduction; the only difference in our system is, that the Government receive the manufacturer's share, together with their own dues, whereas by a system of excise the latter alone should be levied by them, but much of it would be avoided. I do not, moreover, see how the consumer would benefit by the change, unless the duty to Government be reduced; but the same advantage might accrue to him under the existing system by a reduction of the monopoly price. Under these circumstances I cannot perceive that the revenue would be safe, or that the substitution of an excise duty for the mono-

poly would leave the manufacture and sale of salt unfettered and open to all, and I do not think that any change is essential.

13. In reference to the second plan proposed by the Court—namely, to establish a system of modified excise, such as that of granting licences for manufacture at stated localities, it seems to me that this would be a more feasible plan, as it would operate with less inquisitorial interference towards either the manufacturer or trader, though there would be some objection in limiting the manufacture to particular people.

14. It would involve the necessity of very accurate measurement of each present holding, and the amount to be paid for the licence would, I suppose, be given for right to manufacture in it. For fresh holdings the licences might be given at a reduced rate until the pans are capable of producing a full dittum, which would be in about three years' time. The revenue would doubtless at first suffer by the change, but the impetus which the system would give to trade, if the railroad were established, other highways opened out, and existing ones kept in good repair, would in time, I consider, fully compensate for the temporary loss of revenue.

15. Thus, if the sum of 100 rupees were to be paid per annum for the right to work every pan belonging to the Madras Collectorate, which rate I consider to be at present by no means too high, there would be a revenue of 3 lacks, and, allowing that 3,000 more pans would be taken up within the two next years, the amount of revenue would be increased to 6 lacks, or more than the revenue of Fusly 1262.

Pans	3,152
	100
	3,15,200
	3,00,000
	6,15,200

16. I would by no means fix 100 rupees as the general rate to be levied, for by some it may be considered too small, while others would think differently, but I would levy a tax equal to a fourth of the monopoly price on the total out-turn in each district or locality. For instance, if the total out-turn in Madras give an average per pan of 4 garce, the rate for licence according to this calculation would be 120 rupees per annum upon such pan,* and the manufacturer could afford to sell his salt to the merchant or consumer at 40 rupees or 45 rupees per garce.

17. The benefit that would accrue by such a system would be that sought to be gained by the Court, for after payment for his licence the manufacturer will be free to scrape as much salt as he can obtain, and to sell it to whomsoever he pleased, without any interference from the Sircar; and the trader and consumer would be left to make their own terms with the manufacturer.

18. But few of the people who are now manufacturers would be able to pay for a Government licence under such a system, and at the same time lay out a sufficient sum to place their pans in working order. The licence would have to be paid for in advance, and the revenue would not be secured unless the Government insisted on previous payment, which would fall with great hardship on the generality of manufacturers, and perhaps lead to abandonment of their pans. A class of middle-men of necessity would arise to pay the Government demand, and the existing manufacturers would become their servants or labourers.

19. The improvements in the management of the monopoly system during the past and present seasons would, in the Madras Collectorate, eventually effect an opposite result. The existing manufacturers, generally of the poorest class, are improving in their means; the mortgage and sale of their pans are not so frequent, and when new pans in Poorthewauk were distributed to others than Merassidars and Poyakarries of the village, they were generally given to respectable inhabitants of Madras, who had capital at their command to carry out large undertakings. After the circumstances of the manufacturers have obtained a gradual permanent improvement, there would be less difficulty in obtaining payment for licences in advance, but I doubt whether an immediate change to that system could be effected without hazarding a large portion of revenue, and ruining the present class of manufacturers. I am satisfied, however, as I stated before, that in course of time the loss of revenue would be fully compensated by the impetus which the exchange to this system would give to trade if accompanied by local improvements in public works to give that trade full play.

20. I am of opinion that the licence should not give the right to the land itself, for that would be tantamount to levying a land tax, and the rule for levying the land revenue would probably have to be adhered to, without reference to whether the land was fit or unfit for the manufacture of salt; but with reference solely to its qualities for general productiveness, for growing grain, pulse, cotton, sugar, tobacco, salt, or any other commodity, if the land revenue system were introduced a classification would of necessity take place, after a most accurate survey, without reference to the species of produce or manufacture, or

* License per pan	120
or per Garce	30
Add Manufacturer's share	10
	40

to the existing value of the same; but the same inquisitorial system which prevails in the Ryotwar system would continue, and large remissions would be claimed at every disastrous season. A sudden change to this system would fail to effect the collection of so large a revenue as is now obtained from salt, and the change would not leave the manufacture unfettered.

21. Most of the land adapted for the manufacture of salt would be fit, probably, for two crops of paddy, even in proximity to salt water, but in many places not a single good crop could be produced in consequence of the soil being impregnated with salt. It would be difficult to fix the rates also, or to say whether the maximum rate should be fixed, as on land on which the best quality of produce can be raised, or a middling rate, or the minimum, confined to land producing a most ordinary crop. It would be unfair to fix these rates with reference to the existing monopoly prices on the salt which could be produced from the land, or to charge additional for the salt water used, unless the irrigation works are undertaken and repaired by the Sircar (which up to the present day have been solely in the hands of the manufacturers), because the manufacturers could afford to sell their salt to the traders at 10 rupees per garce, if they had no Government duty to pay.

22. Another very material question should be the prospect that this new system would give of raising the revenue to the present standard. Would it be good policy totally to relinquish a large revenue, which is not burdensome or odious to the people, unless an equivalent can be raised, or unless some greater advantage can accrue to the manufacturer, to the trader, or chiefly to the consumer of salt, than the existing system could afford, by a gradual reduction of price, and simultaneous extension of manufacture?

5 garce.
120 rs. monopoly price.
600

23. Admitting that lands for salt manufacture were taxed at the highest rates assessable on most of the best two crops land, and which would perhaps be even 50 rupees per caw,* still twelve times the extent of land would require to be taken up to produce the standard of revenue now levied, which averages more than 600 rupees per caw, yielding 5 garce of salt per annum. A sudden change to the new system could not effect this result, but it might be obtained gradually after the manufacture had greatly extended.

24. If the land tax cannot be levied upon salt, upon the principle which governs the collection of it on land yielding any other produce, then I consider that it should not be introduced, and am of opinion that if any change out of those now proposed is to take place soon, it should be a system of licensing for the right to manufacture solely, because after payment for the licence it will leave the manufacturer and trader perfectly free.

25. I am not, however, in favour of any change in the existing system, because, while it secures the Government Revenue, it protects the manufacturer and trader, and because the chief object in cheapening salt to the consumer can best be attained under the existing system, without any prejudice to the two former classes, by a reduction of "Government Duty," or as it is more commonly known (when added to the manufacturer's share) by the name of "monopoly price."

26. I am of opinion that gradual reductions to one fourth the existing monopoly price might eventually be made, which would lead to an extended consumption, and consequent increase of manufacture; and that, with a view not to injure the importer of salt, a simultaneous reduction of duty on imports might be made. This opinion has been endorsed by all the merchants and manufacturers to whom the matter has been mentioned, and whose feeling I undertook to ascertain, under your personal orders.

27. I regret that this report has been delayed so long, this being the most busy part of the season, and I fear that I have not done full justice in the discussion of so important a subject.

R. P. Campbell, *Superintendent of Salt.*

* The Madras "Athenæum" of 13th September, 1853, states that the manufacture at Covelong produces about twenty garce per caw per annum.

Appendix E.—No. 33.

Minute of J. Goldingham, Esq., Second Member of the Board of Revenue.

Revenue Board Office, Fort St. George,
April 10, 1854.

1. Whatever may be the form of administration finally fixed, it is desirable that the term "monopoly" should be abolished, and "excise" substituted. The word "monopoly" is the term used in the Regulation.

2. The monopoly is conducted under the authority of Regulation I. of 1805. Its provisions are as follows:—

I. The manufacture, sale, transit, export and import of salt, whether by sea or land, shall be on account of Government. Section III.

II. Payments, as wages to proprietors of salt pans and to labourers, to be made with the reference to the standard hitherto in force, a similar commutation to be made in the case of enamdars and others enjoying similar grants out of the salt revenue. Section IV.

III. Places of manufacture fixed by Government where manufacture may be suppressed; in such cases, compensation is to be made. Section V.

IV. Clandestine manufacture liable to fine, and parties aiding and abetting by not giving information of clandestine manufacture or import, liable to punishment. Section VIII. Section XIII.

V. A rowannah necessary to cover transport; without it, the article is liable to seizure and confiscation. Section XII. Section XIV.

VI. Fraudulent practices respecting salt, punishable. Section XVIII.

3. The objections to the foregoing enactment are, *first*, that it establishes a complete monopoly as regards the manufacture, sale, transit, export and import of salt. *Second*, that it confers an arbitrary power of suppression of manufacture, and *thirdly*, that power is given to the officers of Government to detain this article in transit.

4. Practically the objections amount to little. The trade in salt is free after the monopoly price has been paid, suppression of manufacture can seldom, if ever, occur, as the object of Government is to manufacture as much as they can. Detention of salt in transitu only occurs within the vicinity of the coast, where the pans are situated. Beyond these limits the rowannah is an useless document, because the trader sells as he goes along, and there can be little means of judging whether the salt the trader carries with him and the salt of the rowannah are identical. The rowannah is in fact of avail only within certain limits; it is open to serious objection, not only as interfering with the freedom of the trader, but affords a handle for extortion. If the rowannah is delivered up by the trader to the officer of Government at the place for which it was issued, it is returned to the place of issue, and in this way a comparison is instituted for the purpose of ascertaining if the sales of salt, as shown in the accounts, correspond. The rowannahs are not, however, generally delivered up, nor would it be proper to require their surrender by a legislative enactment.

5. Thus, practically, there is really little to complain of. Under an excise, some degree of surveillance is necessary, and there seems little difficulty in substituting that system for the present monopoly. The following shows, in juxtaposition, the working of the monopoly and what will be the working of a system of excise.

MONOPOLY.	EXCISE.
MANUFACTURE.	MANUFACTURE.
The quantity of salt to be manufactured is fixed by authority. In reality it is unlimited, because it is the interest of Government to provide for the largest possible sales.	6. Manufacture to be thrown open.
The places of manufacture are fixed. This is in a great degree nominal, as the supply must be kept up to the demand.	7. No restriction as to place, except as respects difficulty of surveillance in levying the excise.

8. Where the excise does not assume the form of a tax on the land, all salt must be stored or bonded till it is sold. Where facilities of storing or bonding do not exist, there must be some restriction as to the selection of these places as places of manufacture. There is no hardship in this, as salt pans do not exist in such places at present, and the land belongs to Government. The land lies along the sea coast, and is low and swampy, very little of it, if any, is private property, and, where such exists, there is no right or privilege of manufacture. The extent of spare land belonging to Government is without limit.

STORING OF SALT.

All salt is stored on platforms of earth raised for the purpose. The platforms are surrounded by a ditch with one entrance only. The salt is put up in heaps of 10 or 20 garces, the former is most convenient, as the trader prefers purchasing the entire heap without measurement.

STORING OF SALT.

9. Where the excise is not imposed on the land itself, the salt must be stored and watched as here explained.

The number of platforms is limited by the supply which it is necessary to keep up. They extend along the coast.

10. Under an excise the line of platforms will be probably extended as parties may be desirous to take up land and open new places of manufacture. This can only be permitted under rules for the protection of the revenue. Two rules will suffice, first, that the quantity of salt to be manufactured shall be sufficient to fill a platform, and secondly, that the manufacture shall not be in places where an effective surveillance cannot be exercised.

All salt as soon as it is taken out of the pans is removed to the platform, where, after it is sufficiently dry, it is put into heaps.

11. The same under an excise, where the duty is levied on the manufactured article and not on the land.

SALE OF SALT.

All salt is sold on account of Government. The selling price is rupee 1 per maund, or rupees 120 per garce of 400 mercals, each mercal containing twelve seers, and each seer being 80 rupees' weight.

SALE OF SALT.

12. Under an excise, the Government will not interfere in the sale. The excise will be collected either on the land used for manufacture, or on the salt at the time of sale. The owner of the salt will fix his own price.

The price paid by Government to the manufacturer varies, but does not exceed, rupees 10 per garce.

13. The Government will be relieved from all payments on account of manufacture.

14. Supposing rupees 10 to represent the cost of manufacture to the Government, it is obvious, that the manufacturer will produce the article for much less. He will charge the trader as much as he can get above the cost of production, but this is not likely to be great, as competition will here exercise its ordinary effect in keeping down the price.

15. Supposing then that the excise is levied at the time of sale, the only change, in passing the monopoly to an excise, will be freedom of manufacture and freedom of sale; the details of management, such as watching the salt during its manufacture that it may not be clandestinely sold, and its custody on the platforms previous to sale, will be the same. The term monopoly will no longer exist. The system of adminstration in many respects will be the same. The expense to Government will be diminished by the amount paid at present to the manufacturers, but an additional charge will be incurred on account of extension of platforms and custody.

16. The excise may be imposed under two forms. *First.* By a tax on the land, and *secondly*, by its levy from the trader at the time of sale. It seems desirable that both should be authorized by law, and that it should be left to the parties interested in the manufacture to choose the one or the other, with the proviso that both systems shall not be permitted in the same locality. This is necessary for the protection of the revenue, otherwise the salt manufactured on the land not taxed will be clandestinely taken to the land which is taxed, and

there mixed with its produce. Extensive tracts of spontaneous salt are found in some districts, and in these cases the cost of gathering is almost the only cost to parties to be placed in possession of these swamps. This should be considered in fixing the duty on the land.

17. Where the excise is to be levied at the time of sale, it may be left optional with the owners of the salt on the platforms to sell it on their own account, or to make it over to Government after it is received into store, receiving from Government a fair value similar to the manufacturer's share, as at present. The manufacturers are poor and unable at once to take the sale into their own hands, or to wait for a return to their labour and capital till the salt is sold. Their poverty also sometimes requires that advances should be made to them previous to manufacture. It seems desirable, therefore, that an option, as above stated, should be given to the manufacturers, not only on their own account, but also to obviate any confusion and embarrassment to the people and to the revenue that may arise from a sudden change* from one system to another. Complete freedom of manufacture will be open to the class who may avail themselves of the option of receiving a fixed value or price from Government. Both plans cannot however be permitted in respect to the salt on the same platform.

18. Supposing then an excise to be adopted on the foregoing principles, the enactment for the purpose will embrace the following provisions:—

I. Regulation 1 of 1805 is hereby repealed, an excise not exceeding one rupee per maund will be levied in future on all salt procured from sea water.

II. All persons desirous of manufacturing salt obtained from sea water, are at liberty to do so on application to the Collector of the district in which the lands to be so used are situated. Such applications will be complied with, provided it is shown to the satisfaction of the Collector, that the applicants have the means of carrying on the manufacture to the extent applied for; and provided further, that the land required is not so situated as to render it difficult to make suitable arrangements for the protection of the revenue.

III. The duty provided by this Act will be levied on the land occupied for the manufacture of salt as aforesaid, or on the article itself, at the option of the owners of the said lands, provided both systems shall not be allowed to obtain in the same locality, so as to interfere with the protection of the revenue.

IV. *First.* When the duty is fixed on the land, the probable out-turn of salt of the said land shall be estimated, and the duty shall be so fixed that it may not exceed the rate of one rupee per maund of the manufactured article.

Second. The mode of fixing the duty under this Section shall be left to the Collector of the district, under the orders of the Board of Revenue. It will be optional with the ruling authorities to fix a certain sum which shall be levied on each bed or salt pan, or to make over a set of beds or salt pans, or a given tract of land required for the purposes of this Act, for a consolidated amount.

Third. The duty authorized by this Section shall be levied by instalments, to be fixed by the Collector of the district under the orders of the Board of Revenue.

Fourth. Where duty is levied in the manner authorized by this Section, there shall be no interference on the part of the authorities of the district, as regards the manufacture and sale of salt in such cases, except, when it may be necessary to attach the land, or the salt, its produce, or both, for the security of the revenue.

V. *First.* When the duty prescribed by this Act shall be levied on the article after manufacture, all such salt shall be brought from the pans, as soon as it is made, to platforms, or other places or buildings prepared for storing salt. All salt thus stored shall remain under the custody of the Government officers till the same is sold. At the time of sale, and before the salt is actually made over to the purchaser, the duty prescribed by this Section shall be collected.

Second. It shall be optional with the owners of salt stored under this Section, to sell the same on their own account, or to make it over to Government at the time of its being received into store, for a fixed price, to be regulated by the Collector of the district under the orders of the Board of Revenue, provided both arrangements shall not be allowed indifferently for salt on the same platform or place of store.

Third. Places of store will be prepared by Government for salt referred to in this Section.

VI. The minimum quantity of salt for which a place of store shall be con-

* If the change is sudden, it is probable that the supply of salt will fall off at first, and for some time, to a very serious extent, so as to leave the inland districts without salt, and to occasion a high price of the article. The loss of revenue would also be very large.

structed by Government, shall be fixed by an order in Council, and land shall not be allowed for the manufacture of salt, where places of store are required, unless the produce of such land shall be equal to the minimum so fixed. Where the duty is leviable on the land, a minimum of salt to be manufactured in any locality shall not be required.

19. The foregoing are the main provisions connected with the substitution of an excise for the present monopoly. The land, as well as the manufactured article, will be declared liable to attachment and sale, for arrears of revenue; illicit transactions will also be punishable; passes and rowannahs to cover the salt in transit, which are always open to much oppression and abuse, will be altogether abolished;* subsidiary rules for the management of the department will be framed, as at present, under the orders of the Board of Revenue.

20. Under the monopoly there is great scope for illicit practices: these consist either in the clandestine removal of salt to the dwellings of the manufacturers, or in sales, by the public servants, which are not brought to account. It may be said that these practices, with occasional exceptions, have not been carried on to any extent for some time past. Under an excise, as above suggested, penalties must be provided against clandestine manufacture, clandestine removal of salt from one set of pans to another, and clandestine sales.

21. The amount of excise to be fixed is a very important point. The working of the monopoly, at the different rates of price which have prevailed from its commencement in 1806-7 to 1847-48, was reviewed in a letter to Government, dated the 4th of July, 1850. In that communication, the Board observed that the greatest sales of salt took place when the monopoly price was at rupees 70, viz., from 1821-22 to 1826-27; but that a former Board in 1828, considered that the increase was altogether irrespective of price, and was to be traced to greater efficiency in the management. The price was raised to rupees 105 per garce in 1828, and continued at that rate for 15 years, during which period, the sales were less than when the price was at rupees 70 per garce. In 1843-44 the price was rupees 180 per garce, but since the last mentioned year to the present time, the monopoly rate has been at rupees 120 per garce, or 1 rupee per maund. Great improvement has taken place latterly, so much so, that the sales during the last two years† have reached the standard when the price was at rupees 70 per garce.

22. In the proceedings of the Board noticed in the foregoing paragraph, it was pointed out that the combined home and inland sales were 564 garces‡ below what ought to be the quantity sold for home consumption alone, supposing the entire population, consisting of 20 millions of persons, to consume sea salt. It was further observed, that, taking individual consumption at 6 measures, or 18 lbs. per person per annum, a family of six persons would require 36 measures or $4\frac{1}{2}$ mercals, the value of which at rupees 120 per garce, would be rupee 1-5-7, but that, as cost of transport and merchants' profits have to be added to this, it was clear that sea salt must be beyond the reach of many in the interior.

23. The great improvement in the internal communications of the country, as well as efficient control, has no doubt caused the increased sales during the last four years, but the fact that the quantity consumed is greatly disproportionate to the quantity that *ought* to be consumed, should chiefly guide us in determining what the amount of excise should be. The Mofussil officers generally, though in favour of the present form of salt administration, advocate reduction of price, provided that what is given up is not made good by taxation in another shape. Railways will afford a twofold benefit, first, a reduction in the cost of transport, and secondly, an increased facility to purchase in consequence of an improved condition of the people, but still the broad fact that sea salt, with all these advantages, must be beyond the reach of many, remains. It seems

* Merchants taking a whole heap without measurement, are allowed 5 per cent. discount, which is supposed to cover wastage. This, as well as the minimum quantity to be sold to retail dealers, is properly provided for in the subsidiary rules.

† Sales, exclusive of Export by Sea.

	Garces.
1825–26 at Rupees 70	42,810
1851–52 at „ 120	43,185
1852–53 at „ „	42,754

‡ Average sales of the three years from 1845–46 to 1847–48.

	Garces.
Home Sales	19,133
Inland do	18,931
	38,064
Estimated consumption at six measures per head	37,500
	564

desirable therefore that the present excise of 12 annas per maund on foreign salt should be adopted for home salt, thus reducing the present monopoly rate of 1 rupee per maund, 25 per cent.

24. Inland depôts have been established with benefit to the people in the districts of Canara and Malabar, but the system is expensive to Government, and is attended with a considerable wastage of salt. It seems better to reduce the Government duty, and to leave the inland supply to the ordinary trader. As railways come into operation, and a certainty will be afforded that salt, purchased for a remote inland destination, will not be disposed of at intermediate places, it will be easy, if it is then considered desirable, to reduce the excise duty on such salt to such extent as the exigency may require.

25. There should be a clause in the new Act giving the Governor in Council power to bring the excise gradually into operation in each district, to ensure an adequate supply of salt during the transition from one system to another.

J. GOLDINGHAM, *Second Member, Board of Revenue.*

Appendix E.—No. 34.

Minute of E. MALTBY, Esq., Third Member of the Board of Revenue.

Revenue Board Office, Fort St. George,
June, 24 1854.

As the details of the system for conducting the manufacture and sale of salt in the Madras Presidency on account of Government are fully described in the Board's précis, and the time allowed me for this minute is short, I shall limit myself to a few observations to show how far the opinions recently expressed by me in my character of Collector of South Arcot, regarding an excise or monopoly, have been modified by reading the reports of the other Collectors.

2. If it is intended to fix an excise duty which will maintain the price of salt at the present monopoly rate, and an option had been given, I should have preferred continuing the present system. My reasons are these; *first*, the interest of the consumer will not be advanced by a change to an excise, unless the duty is modified, and there will be little inducement to private individuals to engage newly in the manufacture; *second*, the present system is generally satisfactory to the Merassidars or proprietors of the salt pans, and under it attention has been paid to the rights of numerous holders of hereditary offices and roosooms, whose claims will have, in some instances, to be re-opened and re-adjusted, if a change takes place; *third*, a mere alteration of system seems unadvisable in itself, on account of the difficulties and embarrassments by which it must at first be accompanied, and any unavoidable change is to be especially deprecated when a large amount of revenue is at stake, and the interests of the community are not advanced; *fourth*, our conventions with the French Government oppose obstacles to a change.

3. It having, however, apparently been decided to make the change to an excise in order that Government may be entirely unconnected with the manufacture and sale, the above remarks are recorded merely to show my sentiments, and I proceed to offer observations on the manner in which the alteration can best be effected. My opinion is in favour of the excise system now in force at Bombay, as most resembling our own; and I think that it might be introduced without much difficulty, provided caution is used not to make the transition too abrupt, and measures are taken to give encouragement to the Merassidars, and induce them to continue the manufacture. These persons are seldom men of such capital as to be able to wait long for a return for their outlay and labour in making the salt, and they would be apt to be alarmed at the novel responsibility of having to sell it themselves. Unless, therefore, precautions are taken to inspire them with confidence, such as making them occasional loans or advances on the security of the salt, they might be discouraged at first from continuing the manufacture.

4. It may here be observed, parenthetically, that the present time has one great advantage for trying the change. Government lately ordered that a supply of salt equal to two years' consumption should be kept on hand whenever practicable, and the past season has been so favourable to the manufacture, that this order will be carried into execution either fully or to considerable extent. There will consequently be a large stock of salt on hand to supply any deficiency which may arise from the doubts of the Merassidars at the first change of system.

5. Under the Bombay salt laws,* the Government revenues are defended by stringent restrictions and severe punishments.—For example, no salt works can be established without the previous sanction of Government, by whom they can also be suppressed in certain cases, the salt must be stored in particular places under the inspection of Government officers, and its removal, without a pass, subjects it to confiscation, while all parties infringing the salt rules are liable to fine and imprisonment. Whatever objections may be made on abstract grounds to these rules, they appear to me indispensable, so long as the necessities of the State require the realization of a revenue far exceeding the intrinsic value of the article upon which it is raised. It may be a matter of regret that the privilege of manufacturing salt is not open to all parties in all places, and that the transit of salt should be encumbered by a system of passes or rowannahs; but, as long as the wants of Government require the realization of a large revenue from salt, it is useless to attempt collecting that revenue without taking means to limit the expense of the salt establishments and prevent smuggling, for which purposes it appears to me that we cannot dispense with the rules requiring passes, and limiting the manufacture to places approved by Government.

6. In referenceh owever to passes or rowannahs, the old Madras rules, which, under recent orders of the Board of Revenue, have been much relaxed, might be modified. It seems to me absolutely necessary that all salt under conveyance in the neighbourhood of salt works should be liable to confiscation if not covered by a pass, but it might be sufficient to declare, that traders must, on demand show their passes to any Government officer within the fixed range, instead of requiring them to go and deliver them up to the nearest authority. By this arrangement the evils attendant on rowannahs would be materially decreased, while there would still be a check on the illicit removal of salt, and on the conduct of the Government servants on duty at the depôts. The circle round the salt works, within which passes should be required, might be fixed at 30 miles, as bandies or cattle laden with salt could hardly perform that distance within one night, and would, therefore, have to halt during daylight in a place where they would be exposed to scrutiny, and to which they could be followed on any attempt at smuggling being discovered.

7. The import duty upon which foreign salt is now admitted into India being 12 annas per maund, or 90 rupees per garce, I presume that the excise duty would be about that sum until the import duty is altered. In this case I should not anticipate that the retail price would be much, if at all, reduced to the consumer, for, although salt can be taken out of the pans in some places at 6 and 7 rupees per garce, the expense of storing and thatching it, the risk to the manufacturer from accidents of season, the loss by wastage, and the interest of the capital employed until the salt is sold, are to be considered. The advantage of the change would therefore be confined to securing an important branch of revenue from the attacks which the name of monopoly has brought upon it in Parliament. In other respects, the change would not diminish the expenses of management, or (in my opinion) the price of the article, while it would at first lead to embarrassments, and render the supply of salt for the consumption of the community less certain.

8. But if the excise duty was so fixed as to lower the cost of the article, I should regard the change from a monopoly to an excise with hopeful anticipations, both as respects the interests of Government, and those of the people. The public accounts show, that consumption has been checked, notwithstanding an increasing population, by raising the first monopoly price of rupees 70 to the present rate; and if the price was lowered, the demand for salt would again extend, and the manufacturers be encouraged in their operations by a brisk and easy sale. I should then too expect that men of capital would undertake salt works, either singly or in companies, and by the scientific means which they would employ, and the beneficial aid of the railway and new roads, the price of salt would be so diminished to the inland consumer as to extend the demand, and thus prevent loss to the revenue. The manufacture of salt is so uncertain, and so liable to be destroyed by rain, that capitalists would, it appears to me, be deterred from engaging in it, when, in addition to this risk, an excise duty of rupees 90 must be paid before the salt can be taken off their hands.

9. One peculiarity in the Madras salt system is, that each set of pans is divided among so many individuals in minute parcels that some proprietors manufacture less than a garce, and it seems necessary to keep this circumstance in view in arranging the change to an excise. The platforms on which the salt is stored are limited in extent, being raised with some labour and expense in the ground adjoining the pans, which, from its low situation, is subject to inundation If each proprietor's small stock of salt was therefore to be stored separately, much additional expense would be incurred in extending the platforms, and employing extra servants to guard them. I would, therefore, propose that the

* Acts XXVII of 1837, and XXXI of 1850.

system of storing the salt in 10 garce heaps be continued, and the several small proprietors to whom a single heap jointly belonged, could elect among themselves an individual to represent them in disposing of the salt—as the quantity contributed by each to the heap would appear in the depôt accounts, disputes would seldom occur and be easy of settlement.

10. It may be remarked that one probable result of introducing the excise system would be the abandonment of the inferior pans, in which salt of a secondary description can alone be produced. Under the monopoly all descriptions of salt are sold at the same price, but it will not be so under an excise, though one uniform duty will be levied, and the inferior pans will therefore gradually give way to the rivalry of the superior. One class of proprietors will consequently find their interests affected by the change; but the salt-consuming public will gain, and, as the result is the inevitable consequence of open competition, it is not to be regretted, and the protection hitherto afforded to the producers of an inferior article may be considered sufficient compensation to them, for the future interruption of their extra gain.

11. A system of licences, or accepting offers for renting sets of pans, at a fixed annual sum, has occupied my thoughts, and it seems to me desirable to invest the local Government with power to enter into such arrangements. It would, however, be necessary to act with much caution, so as not to give an advantage over those who manufacture salt under a fixed excise duty. I agree with the second member that the two systems should not prevail at the same station, or in the same neighbourhood.

12. The subject of an assessment or land tax, on the area of the salt pans, has also occupied my attention; but such an arrangement seems impracticable, for two reasons. First, the impossibility of ascertaining the ordinary produce per cawny or acre, so as to fix the tax in a manner which would be just to Government and the proprietor of the pan. Secondly, if a revenue equivalent to, or approaching, the present amount is to be raised, the land tax per cawny must be so enormous that only men of capital could undertake the manufacture, and they would be deterred from entering upon an expensive undertaking, in which there is always a risk of the produce being suddenly destroyed by rain. To show how the rates of produce vary, in consequence of difference of soil and other causes, I may mention that when measures were being taken to extend the Teagavully pans in South Arcot,* the produce per cawny was estimated at 6 garces, while at Mercanum, in the same district, it extends to 30 garces in favourable seasons, and has averaged 16 on some resumed pagoda pans, under Sircar management. If a mean of 10 garces was taken, an excise duty, at the present import rate of 12 annas per maund, would amount to rupees 900 per cawny, and I should doubt the proprietors of the pans being willing to assume the responsibility of paying such an assessment.

13. It is known that earth salt is manufactured in large quantities in the inland districts; and, as more extended experience and scientific analysis refute the idea of its being unwholesome, the time appears to have arrived for legalizing its manufacture, which is now only permitted in some places. A contraband trade would thus be stopped, and just protection afforded to those who have to manufacture sea salt under a heavy excise duty. It appears therefore advisable, in introducing an excise, to consider what rate of duty may be fixed, respectively, on sea and earth salt. After the excise duty on the former has been settled, the rate for the latter should be so fixed as to prevent its having a preponderating advantage over the rival article. In our southern provinces the earth salt, clandestinely introduced from the small independent state of Poodoocottah, injuriously affects our salt revenue.

14. The last point to which I shall advert are the difficulties offered to a change of system, by our conventions with the French Government. Under the treaty executed at London, in 1815, the French Government agrees not to trade in salt, but to deliver to us all that it manufactures in excess of the wants of its Indian possessions, on receiving from us an annual payment of 4 lacks of Sicca rupees; and this agreement is declared, by Article X., to be permanent, until dissolved by "the mutual consent" of both contracting parties. The second convention is a local one (executed in 1818 and renewed in 1837) between the Governments of Madras and Pondicherry, arranging that the pans in the French limits are not to be worked, we supplying the French authorities with salt at its prime cost, and paying them rupees 14,000 annually, as compensation to the owners of the suppressed pans. This treaty can be terminated at the wish of either party, on giving 12 months' notice. It is sufficient for me to invite attention to the first of these conventions, which will doubtless undergo due consideration, when the proposed change in the salt system is being carried out. With regard to the second I may observe that it is decidedly our interest to keep it in force, if practicable, after the change to an excise, and I conceive that this might be done by our arranging with the salt manufacturers, in South Arcot, to

* See Diary of Civil Engineer, 5th Division, for March, 1851.

purchase from them the salt required by the Pondicherry Government, and delivering it at the same price as heretofore. The French and English villages are so intermingled, and the frontier is so intricate and ill-defined, that, if salt was manufactured in the French limits, it could easily be smuggled into our territory, to the injury of our merassidars, and the loss of our revenue, and the evil would be greater from there being extensive tracts of ground fit for new salt works, in the Pondicherry limits, in addition to the suppressed pans. As the French Government derive a considerable revenue from the salt with which we supply them, by selling it at our monopoly price, they would, probably, be willing to continue the convention, only altering their selling price to such a rate as would equal the current price, in our districts, under our new excise system.

15. Although I have not deemed it necessary to enter into detail on the subject I consider it requisite that the revenue, under a system of excise, should be protected by the same penalties which are now in force for various breaches of the salt regulations, in the Madras and Bombay Presidencies.

E. MALTBY, *Third Member Board of Revenue.*

Appendix E.—No. 35.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company in the year 1832.—Volume VI., Report and Evidence. Part III., Revenue.

Evidence of DAVID HILL, Esq.

1361. Supposing it were thought advisable to adopt the suggestion which has been given with respect to Bengal, namely, to permit an exportation of salt from Europe, subjecting the manufacture in India to the superintendence of an excise, do you conceive that there would be any great difficulty in collecting the revenue imposed by that means?

I think there would be very little difficulty in collecting the revenue upon the salt imported from England.

1362. In the case of licences and private manufacture, in the place of the present monopoly, what do you think would be the effect?

There would be more hazard of pilfering. The people in the neighbourhood of the manufacture would be supplied by a sort of stealth. I do not imagine that ship-loads could be carried off without the connivance of the public servants; but there would be other difficulties if the salt were manufactured in the way of licence, and not as part of a Government monopoly. I do not imagine that the manufacturers generally would be able to pay the excise duty; they have not capital enough to pay it before selling the article, and if it were as heavy as it is now, I think the effect would be to transfer the monopoly from Government to a few speculators; I think also that the effect would be, that when there was a temporary deficiency in the supply from England a most grinding monopoly would then be introduced, because it would be no part of the interest of the dealers to take care that the market was well supplied; but, on the contrary, if there was a limited number, as I conceive there would be, they would rather keep the supply deficient, particularly if they had a heavy duty to pay in advance. I think that the consumer, on the average, would be supplied at a much enhanced rate, and that there would very often be a scarcity price. I do not see either, if the excise duty were to be as high as the monopoly price, what good end would be answered by substituting an excise system for the present monopoly system. I think the effect would be very injurious to the consumer.

1363. The suggestion proceeds on this supposition, in a great measure, that the monopoly of the Company, both in Bengal and Madras, tends to raise the price of salt to the consumer, and that if the price of salt were lowered the consumption would in all probability extend. Supposing that the profit of the Company were made by its giving to the manufacturer of salt a lower price than would be given by a merchant to a private manufacturer, it appears that if the manufacture were free, and the Government took the difference in the way of duty, it might raise the same revenue, and at the same time lower the price to the consumer?

The manufacturing price at present does not amount to 20 rupees per

Madras garce; the monopoly price to 105. There is no reduction in the price of manufacture that could materially affect the selling price, unless it were supposed that the Government, possessing this monopoly, kept a short supply in the market, which is quite contrary to the fact. The Government agents are always anxious to extend the supply, and they have no object in enhancing the price, as theirs is a fixed price. It does not appear to me that the consumer could reap any benefit from such a change. I think the probability is that he would be exposed to great enhancement of price, and that the constant object of those who dealt in the article would be to create an artificial scarcity.

1367. Do you conceive that a private manufacturer would be able to manufacture the salt and sell it at a less price, or at a greater price than 20 rupees?

I suppose not at a less price; but even if the manufacturing price were reduced 25 per cent. that would not make a difference of 5 rupees out of 105 in the sale price, therefore the benefit to the people would be trivial.

1368. The difference between the 20 rupees, the cost in the first instance, and the 105 at which the Government sells the salt, is so great, that there would appear to be room for the substitution of a considerable duty, in case it were carried on by private hands?

If the duty were not to yield 85 rupees per garce of revenue to the Government, as it does at present, then, to the extent to which the reduction took place, the sale price might be reduced; but if the excise duty were to be fixed at a rate which would yield the same amount of revenue as the monopoly price now does, then it does not appear that any practicable reduction of the manufacturing price, which does not amount to one-fifth of the sale price, would make any difference to the consumer; it would not be felt; it would all remain with the retail seller. The consumer would reap no benefit from any reduction on that scale.

1369. Does not a considerable portion of that constitute a return for the Company's capital, since the Company make advances for the manufacture of the salt? They pay the price, but that is less than 20 rupees a garce.

1370. A portion of the difference between that 20 rupees and 105 rupees would be a return for the capital invested, both in the advances and in the purchase of salt, because the advance is not made to the full extent of the purchase, is it?

I am not particularly acquainted with the system of advances; but the Government do pay, I think, as soon as the salt is put in store, the full price to the manufacturer, which is 20 rupees. The whole which the Government require to be reimbursed is for the advance of that sum, which would form a very small portion of the 105 rupees; there does not, therefore, appear much room for the reduction of the salt price, unless the duty is to be reduced.

Appendix E.—No. 35 A.

Evidence of Malcolm Lewin, Esq.

2839. Are you prepared to say what improvement could take place in the supply of salt?

By allowing the manufacture to take place under an excise duty, or allowing it to be imported under a customs duty.

2840. Not letting the Government interfere in the sale?

Not allowing the Government to interfere in the sale. The Government, by adopting either of those plans, or both conjointly, would certainly save a great expense in the establishment they are obliged to keep up of golahs where the salt is stored, and a large establishment to protect the manufacture; and although they might lose in one case, which is entirely a supposititious case, they would yet gain sufficient to make up the incidental loss.

Appendix E.—No. 36.

Extracts from Letters in reply to a Letter in the Revenue Department, dated the 17th January, 1832, circulated by the Commissioners for the affairs of India. See Enquiry of the Select Committee of the House of Commons in 1832.—Vol. VI. Report and Evidence. Part III. Revenue, page 449.

From D. Hill, Esq.

Salt is produced in the Madras territories not by boiling but by natural evaporation. The residue, after the salt water has evaporated, is gathered into heaps, and when perfectly dried is laid up in store as salt. It is more or less pure as the process has been performed with greater or less skill and care; but there is so much more of nature in the process than of art that it is commonly termed the cultivation of salt. When the monopoly was introduced, and the cultivation was taken into the hands of Government, it was agreed that the usual rent should be paid to the owners of the land on which the salt was produced. When the cultivation, as in some cases, was suppressed, the estimated rent was still allowed to the owners of the land. The manufacture and first sale at the salt pans are under a Government monopoly, but the retail sale afterwards is free. The expense of manufacture, including rent, has averaged, according to my recollection, about 15 or 16 rupees per garce. The monopoly sale price was originally 105 rupees per garce, it was reduced afterwards to 70 rupees, but it has recently been again raised to the former rate. The monopoly yields, I believe, a net revenue of between 20 and 30 lacks of rupees. I have no idea that the same amount of revenue could be raised from salt in any other manner bearing less heavily upon the people, the proprietors of salt pans, the traders in salt, or the consumers of the article; on the contrary, I am persuaded that even the remission of the tax would produce a loss of revenue unattended with any corresponding relief to the people. If the Government could spare this amount of revenue, relief would no doubt be afforded, though not to the extent of the revenue given up; but if the tax, either in substance or in mode, were only to be commuted, the burthen on the people would, in a great measure, remain where the tax had been removed, and would also be laid on where the tax was imposed.

Appendix E.—No. 36 A.

From J. A. Dalzell, Esq.

In India, bay salt, as an article of general consumption, as manufactured only on the sea coast, and as being unattended with waste in its use, is particularly fitted for easy, unburdensome, and productive taxation, and it does not occur to me how the revenue derived from the monopoly of the manufacture and first sale of the salt could otherwise be realized with so little inconvenience to the community.

APPENDIX F.

Rules for the Management of the Salt Department, circulated by the Madras Board of Revenue, for the Guidance of Collectors, December 23, 1850, with the subsequent Modifications and Additions, to the present time.

1. Advances for the manufacture of salt shall continue to be made to the manufacturers, according to local custom, as sanctioned by the Board of Revenue.* An annual statement shall be submitted, in the form prescribed by the Board's Standing Orders of the 13th of July, 1826, paragraphs 23, 24, and 25. The advances shall be made at the Hoozoor, and, when the manufacturers cannot conveniently attend and the amount of the advance is considerable, the Collector shall, whenever it be practicable, despatch one of his assistants to repair to the pans and superintend the payments of the advances.

2. During the period of manufacture, tom-toms shall be beaten at half an hour before sunset, to warn the manufacturers to depart; they shall again be beaten at sunset, and all the manufacturers shall then be required to leave the pans, by a prescribed route, so as to pass by the watching peons, whose duty it shall be to ascertain that they do not carry away any salt.

3. The salt shall be delivered into store by measurement only, and not by estimate—the measurement shall be conducted in the presence of the manufacturer, the accountant, and the local superintendent at the pans, and a receipt, written by the accountant and signed by the local superintendent, shall be given to the manufacturer, specifying the quantity, by measure, of salt delivered by him into store.

4. All salt thus delivered shall (without any distinction as to the particular manufacturer from whom it may have been received) be secured in one common store and be formed into heaps, of a regular shape, on a raised platform.

5. Each Collector will cause, at all the pans in his district, rectangular platforms of raised earth to be formed, three or four feet above the level to which water usually rises in the monsoon, and sufficiently extensive to contain the whole quantity of salt at the pans. These platforms shall be as large and as few in number as practicable, it being an object to secure as many heaps as possible upon the same platform. The earth to be dug for raising these platforms shall also be taken up in such a manner as to form a deep ditch round each of them, leaving only one broad entrance, and on the centre of each there shall be a raised mound of earth, for the hut of the watching peons.

6. Where it may not be attended with considerable expense and difficulty these platforms should be surrounded by palisades or hedges of prickly pear, aloes, &c., as well as by a ditch. At all events they should be enclosed in some manner, and the entrance especially should be palisaded and guarded by a gate.

7. Within the enclosures surrounding each platform, there shall be a separate space set aside, for the express purpose of measuring the salt.

8. The salt shall be stored in heaps of 10 garce, except in those districts in which the Board of Revenue may, for special reasons, order otherwise. The manufacturers shall not be obliged to give a surplus, before the actual measurement, on the plea of covering wastage, but a strict account of wastage on each heap shall be kept. The salt cotaurs shall be periodically visited by the Collector or his assistants, and one or more heaps measured in their presence. A record of these measurements shall be kept in the Collector's office, in the event of the Board of Revenue requiring explanation on the subject. A quarterly account current of salt transactions is to be furnished, in English and Hindoovee, according to the accompanying form A, with its 3 enclosures B, C, D.

* *Vide* Circular Orders, 13th July, 1826, paragraphs 23 to 25, and 42.
" " " 8th May, 1828.
" " " 3rd May, 1832.
" " " 11th February, 1833, paragraph 1.
" " " 23rd July, 1838.
" " " 21st October, 1850.

A.

Dr. **SALT** Account Current in the District of ———— from 1st April to 11th July, 1850, of Fusly 1259. *Cr.*

1849.		Mds.	S.	C.	Mds.	S.	C.	1850.		Mds.	S.	C.	Mds.	S.	C.
July 12.	To balance of quantity remaining in store at the end of last Fusly							July 11.	By sales for inland consumption.						
									To the end of last quarter						
1850.	To quantity manufactured and received into store.								In this quarter						
July 11.	To the end of last quarter								By home consumption.						
	In this quarter								To the end of last quarter						
	To quantity gained by measurement in the salt of 10 garce heaps.								In this quarter						
	To the end of last quarter								By exportation.						
	In this quarter								To Calcutta on private trade:						
	To quantity of confiscated salt.								To the end of last quarter						
	To the end of last quarter								In this quarter						
	In this quarter								To Chittagong.						
	To quantity of muster salt.								To the end of last quarter						
	To the end of last quarter								In this quarter						
	In this quarter								By wastage occasioned in Fusly 1258, written off under the sanction of Government, as communicated in the letter of the Secretary to the Board of Revenue, dated						
									Balance in Store	...	...				
									N.B.—By wastage occasioned in Fusly 1259.						
									To the end of last quarter						
									In this quarter						
	Total Indian Maunds	...	...						Total Indian Maunds	...	...				

Dr. **MONEY** Account Current for Salt from 1st April to 11th July, 1850, of Fusly, 1259. *Cr.*

1850.		Rs.	A.	P.	Rs.	A.	P.	1850.		Rs.	A.	P.	Rs.	A.	P.
July 11.	To sales for inland consumption.							July 11.	By servants' wages.						
	To the end of last quarter								To the end of last quarter						
	In this quarter								In this quarter						
	To home consumption.								By saderwared, including extra charges.						
	To the end of last quarter								To the end of last quarter						
	In this quarter								In this quarter						
	Total at 1 rupee per maund								By roossooms.						
	Do. at 15 annas per do.								To the end of last quarter						
	To exportation.								In this quarter						
	To Calcutta on private trade:								By salt manufacturer's share.						
	To the end of last quarter								To the end of last quarter						
	In this quarter								In this quarter						
	To Chittagong:								By advances for salt manufacture.						
	To the end of last quarter								To the end of last quarter						
	In this quarter								In this quarter						
	To fractions gained by retail sales.								Total	...	..				
	To the end of last quarter								Net Revenue						
	In this quarter								Total ... ... Company's Rupees	...	...				
	To fines, &c.														
	To the end of last quarter														
	In this quarter														
	To refund of extra charges.														
	To the end of last quarter														
	In this quarter														
	To recoveries of advances made for salt manufacture.														
	To the end of last quarter														
	In this quarter														
	To refund of salt manufacturers' share.														
	To the end of last quarter														
	In this quarter														
	Total Company's Rupees	...	...												

N.B.—1st quarter to include 12th to 31st July, August, and September.
2nd do. do. October, November, and December.
3rd do. do. January, February, and March.
4th do. do. April, May, June, and to 11th July.

B.

STATEMENT showing the Balance of Salt in the different Cotaurs in the District of ——— on the 11th July, 1850.

No. of Division.	Name of the Division.	No. of Cotaur.	Name of Cotaur.	Balance of Salt.	Total.	Remarks.
1	2	3	4	5	6	7
				M. S. C.	M. S. C.	

C.

STATEMENT showing the Quantity of Salt put into 10 Garce Heaps, the Quantity sold, and remaining on hand, from 1st April to 11th July, 1850, in the District of_____

No.	Name of Division.	No.	Name of Cotaur.	No.	Name of Platform.	Quantity in Store as per last Quarterly Statement.		Quantity put into Store since last Qrtly. Statement.		Total.		Salt sold.				Wastage.			Percentage of the Wastage.			Surplus.			Total Sales, including Wastage and deducting Surplus.			Balance on hand.			
						No. of Heaps.	Indian Maunds.	No. of Heaps.	Indian Maunds.	No. of Heaps.	Indian Maunds.	No. of Heaps.	Indian Maunds.	Seers.	Chittaks.	Indian Maunds.	Seers.	Chittaks.	Indian Maunds.	Seers.	Chittaks.	Indian Maunds.	Seers.	Chittaks.	Indian Maunds.	Seers.	Chittaks.	No. of Heaps.	Indian Maunds.	Seers.	Chittaks.
1	2	3	4	5	6	7		8		9		10				11			12			13			14			15			

D.

STATEMENT showing the Salt Heaps sold from 1st April to 11th July, 1850, in the Cotaurs of the District of ————.

No.	Name of the Division.	No.	Name of the Cotaur.	No.	Name of the Platform.	No. of Heap.	Of what Fusly.	Quantity in each Heap.	Quantity sold.	Excess.	Deficiency.
1	2	3	4	5	6	7	8	9	10	11	12
								M. S. C.			

9. The salt heaps shall be stored in straight lines upon the platforms, as near as possible to each other, space being left for only one person to pass between each heap.

10. These rules shall be considered applicable as well to salt intended for exportation by sea, as to salt for home consumption, or inland sale; but Collectors may establish pans for exportation separate and distinct from those for home and inland consumption.

11. The accounts of the manufacturers shall be adjusted immediately on the salt being heaped and secured in store, and, after deducting any advances made, the balance due to them shall be paid without delay. If not attended with inconvenience to the people, it might be a further check upon the servants at the pan, to pay the manufacturers the balance due at the Hoozoor, their accounts being adjusted there. If the manufacturers cannot conveniently attend at the Hoozoor, and the amount due to them is considerable, the Collector shall, whenever it be practicable, depute one of his assistants to repair to the pans, and superintend the adjustments of the accounts and payment of arrears of coodewarum on the spot.

12. The superintendent at the pans shall be held responsible for any difference between the quantity stored, as per receipts given to the manufacturers, and the out-turn, allowing for wastage according to circumstances, to be regulated by the Collector, and remarked on in his accounts.

13. Each heap shall be numbered according to the order in which it is received in store, and the sale of the salt shall take place in the order of the number attached to the heaps.

14. The price of salt to retail dealers is one rupee per Indian maund, or 5 Mercals for 1½ rupees. Wholesale dealers, who are willing to purchase salt by the heap, taking it as it stands, and the next in order of sale, shall be permitted to have it at the rate of 114 rupees a garce, or 6 rupees below the established rate. A statement of the wholesale prices of salt prevailing in each district shall be furnished monthly, in accordance with the instructions contained in the Standing Orders of the 13th of July, 1826, para. 42.

15. Under whatever superintendent and accountant a heap of salt is opened, the whole of that heap shall, if possible, be sold off under the same servants.

16. On each heap being sold off, a special account of its produce, written by the accountant, and signed by the superintendent, shall be furnished to the Collector; and if there is a deficiency exceeding the per centage for wastage fixed for each heap by the Collector, these two servants shall be punished by fine or dismissal, unless they can satisfactorily prove that the deficiency was caused by unavoidable circumstances. A Statement of the wastage of salt sold is to be furnished annually to the Board, in English, in the annexed form E,

with a view to sanction being obtained for writing off the same in the accounts. Whenever the wastage at any pan may exceed the per centage fixed by the Collector, explanation of the cause should be afforded in the last column.

E.

STATEMENT showing the Quantity of Salt sold, and the Wastage on the quantity stored, in the District of ———, for Fusly, 1259.

Name of the Cotaur or Depôt.	Fusly in which stored.	Quantity stored.		Quantity sold.	Wastage.		Percentage of Wastage for each Cotaur fixed by the Collector, as per paragraph 16 of the Salt Rules.	Explanation of the cause of Wastage.
		In each Fusly.	Total.		Amount of Wastage.	Centage.		
1	2	3	4	5	6	7	8	9
		M.S.C.	M.S.C.	M.S.C.	M.S.C.	M.S.C.		

17. In receiving and disposing of salt by measurement, the universal measure throughout the territories under this Presidency shall be the mercal of 828⅓ cubic inches—8 wide and 16½ deep—being 28⅓ cubic inches in excess of the standard fixed for other articles, 1 garce of 400 mercals being considered equal to 120 Indian maunds. The mercal is to be struck, and not heaped on any account, neither is the salt to be pressed into the mercal. The parrah is to be entirely discontinued, except where it has been specially authorized by the Board.

18. It being a material object to limit the retail sale of salt at the pans, it is determined that not less than five* mercals of salt shall be sold to any one person, except where the Board of Revenue may specially authorize a smaller quantity to be sold.

19. No salt shall be sold before sunrise, nor after five o'clock in the evening, and it shall be the duty of the watching peons on each platform to exclude every other person from these enclosures, from sunset until sunrise.

20. No lumbadies, or other inland wholesale merchants, shall be allowed to encamp within 100 yards of any salt platform, heap, or pan, and during their continuance in the vicinity of any pan, the watching peons shall be specially attentive to the preceding rule. The watching peons shall not allow any quantity of salt whatever to be either measured, or removed from a platform, until the rowannah, or other delivery certificate, for it, is previously produced to them.

21. No peons, or other persons, shall be deputed to meet lumbadies, or other wholesale inland dealers; nor shall any inducement whatever be held out to them to resort to one pan in preference to another.

22. The Collectors of those districts whence salt is exported to Bengal on private trade, shall submit, at the end of every month, a Statement, in the

* The minimum of five mercals here fixed has been reduced in some districts to a single mercal, equal to 12 Indian seers. See Notes 1 to 4 to Circulars of the 20th January, 1853.

accompanying form F, showing the different ports whence salt can be exported on private trade to that Presidency, and the quantity in readiness for that purpose.

F.

STATEMENT showing the Quantity of Salt in Store available for Exportation to Calcutta on Private Trade, at each of the several places of Export in the District of ————.

Places at which Salt is available for export by Sea.	Quantity to be exported in 1850-51.	Quantity already exported.	Quantity remaining to be exported.	Quantity at present in store and available for export.	Remarks.
1	2	3	4	5	6
	M. S. C.	M. S. C.	M. S. C.	M. S. C.	

23. Sales of salt for export by sea shall, as heretofore, be conducted by weight, at the rate of 1 garce for every 120 Indian maunds of 3,200 tolas each.

24. Salt intended for private trade to the Calcutta market shall be delivered to exporters at 15 rupees per 100 Indian maunds, or 18 rupees a garce, inclusive of shipping charges; and these exports shall be confined to such vessels only as, being square-rigged and of not less than 200 tons, are of such a class that they must necessarily either take a pilot, on entering the Hooghly, or vitiate their insurance.

25. No shipment of salt on private account should be allowed on the same vessel on which salt is being imported in part of a Government indent.

26. A sealed packet, containing a sample of the salt exported to Calcutta or Chittagong, on a Government indent, shall be forwarded by every ship laden for either of those ports with salt. If the salt prove inferior to the sample, the Collector's certificate shall prove null and void, but if equal in quality the salt will be paid for on delivery.

27. In entering the "charges of manufacture" only those on the quantity actually *sold* are to be entered and not the charges on the gross quantity *manufactured*.

28. In the salt accounts the sales for home and inland consumption shall be carefully distinguished, and the latter again subdivided into two heads, "for other districts" and "foreign states." By home sales are always to be understood sales of salt for the consumption of the district within which such salt may be manufactured and sold, and by inland sales those for the supply of other districts, or of the territories of native states.

29. A quarterly* statement of the sales of salt is to be furnished to the Board, in English, in the accompanying form G.

* Since made *Annual* by Circular dated the 12th of July, 1852.

G.

COMPARATIVE STATEMENT, showing the quantity of Salt sold for Home and Inland Consumption, its price per Maund, and the proceeds realized from its Sale, within the District of —— for the Quarters ending 31st July, 1849, 1850, and 1851, respectively.

Home or Inland Consumption.	1st May to 31st July, 1849.			1st May to 31st July, 1850.			1st May to 31st July, 1851.			Remarks.
	Quantity of Salt.	Rate of price per Indian Maund.	Amount.	Quantity of Salt.	Rate of price per Indian Maund.	Amount.	Quantity of Salt.	Rate of price per Indian Maund.	Amount.	
1	2	3	4	5	6	7	8	9	10	11
	M. S. C.	R. A. P.	R. A. P.	M. S. C.	R. A. P.	R. A. P.	M. S. C.	R. A. P.	R. A. P.	
For Home Consumption.										
Inland .... { Other Districts / Foreign States }										
Total										
Grand Total ..										

30. A Statement in the accompanying form H, showing the balance of salt at the beginning of the year, the quantity manufactured and sold during the year, and the balance in store at its close, with the financial results of this source of revenue for five previous years, is to be forwarded with the report on the extra sources.

H.

STATEMENT showing the Balance of Salt on hand at the beginning of the year, the Quantity Manufactured and Sold during the year, and the Balance in Store at its close, with the Financial Results of this source of Revenue from Fusly 1251 to 1256.

Fuslies.	Balance on hand at the commencement of the year.	Quantity manufactured during the year, including gain by measurement, spontaneous and smuggled Salt, &c.	Quantity stored annually from the manufacture of the previous and current years, including gain by measurement, spontaneous and smuggled Salt, &c.	Total in Store, as per columns 2 to 4.	Quantity Sold during the Year.						Wastage.	Total columns 6 to 12.	Balance in Store at the close of the year, or difference between columns 5 and 13.	Gross Revenue derived from the sale of Salt in column 13.	Deduct charges of all descriptions, exclusive of recoverable advances.	Net Revenue.	Remarks.
					Quantity Sold for consumption within the District.	Quantity Sold for consumption within the Madras Territories, exclusive of column 6.	Quantity Sold for transportation across the Frontier, for the supply of the Native States in the interior.	Quantity Sold to French Government.	Exportation by Sea.								
									Under requisition from Government.	On private account, whether to Calcutta or other places.							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	R. A. P.	R. A. P.	R. A. P.	
1251																	The rates at which salt was sold in each year for inland consumption, for exportation by sea, and supply to the French Government, &c., should be mentioned in this column.
1252																	
1253																	
1254																	
1255																	
1256																	

31. The Collectors shall also furnish, with their extra revenue reports, annual Statements in English in the accompanying Forms I to L.

I.

COMPARATIVE STATEMENT, showing the quantity of Salt manufactured at each of the Pans of the District of

No.	Name of the Pan.	Place of Manufacture.	Quantity manufactured in Fusly 1259.	Quantity manufactured in Fusly 1260.	Comparison.		Remarks.
					Increase.	Decrease.	
1	2	3	4	5	6	7	8
			M. S. C.	M. S. C.	M. S. C.	M. S. C.	This column is to explain the cause of the increase or decrease in the manufacture at each Pan.

J.

STATEMENT showing the Places to which Salt has been Exported, whether by Land or Sea.

Supplied to other Districts.				Supplied to Foreign States.				Exported by Sea.				Total of columns 4, 8, and 12.
Names of the Districts.	Quantity.	Rate per Garce.	Value.	Names of Foreign States.	Quantity.	Rate per Garce.	Value.	Names of Places.	Quantity.	Rate per Garce.	Value.	
1	2	3	4	5	6	7	8	9	10	11	12	13
	M. S. C.		R. A. P.		M. S. C.		R. A. P.		M. S. C.		R. A. P.	R. A. P.
Bellary ...				Hydrabad.				Chittagong				
Cuddapah .				Mysore ..				Calcutta ..				
Salem, &c..				Bombay Presidency								

K.

STATEMENT showing the particulars of Money Transactions, in Receipts and Disbursements on account of Salt, for Fuslies 1259 and 1260.

Particulars.	Fusly 1259.	Fusly 1260.	Comparison of the two Fuslies.	
			Increase.	Decrease.
	R. A. P.	R. A. P.	R. A. P.	R. A. P.
Receipts.				
Balance of cash in hand at the commencement of the year ..				
Cash by sales for consumption within the district				
Cash by sales to other districts				
Cash by sales to Foreign States				
Cash by exports by sea				
Refunds of Sibbendy charges				
Refunds of coodewarum for salt supplied to the French Government				
Refunds of tuccavee				
Refunds of maramut charges				
Fines				
Smuggled salt				
Refunds of extra saderwared				
Refunds of charges of Collection				
Gain by exchange				
&c. &c. &c.				
Total Receipts—Rupees				
Disbursements.				
Salary of the establishment				
Coodewarum				
Tuccavee repayable				
Repairs				
Value of salt supplied to the French Government				
Roossooms to De'vastanums, &c.				
Extra and saderwared charges				
Charges of export				
Reward for seizure of smuggled salt				
Shipping charges for salt exported to the French Territories ..				
Yeomiah or other allowances				
Value of salt purchased from other districts				
Salt compensation				
Hire of boats				
&c. &c. &c.				
Total Disbursements—Rupees ..				
Balance on the 11th July—Rupees				

L.

STATEMENT showing the Annual Sales of Salt.

No.	Fuslies.	Home Consumption.		Inland Consumption.		*Supplied to Foreign States.		Exported by Sea.		Total.		Remarks.
		Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	
	1	2	3	4	5	6	7	8	9	10	11	12
		M. S. C.	R. A. P.	M. S. C.	R. A. P.	M. S. C.	R. A. P.	M. S. C.	R. A. P.	M. S. C.	R. A. P.	
	1250 ..											
	1251 ..											
	1252 ..											
	1253 ..											
	1254 ..											
	1255 ..											
	1256 ..											
	1257 ..											
	1258 ..											
	1259 ..											
	Total ..											
	Average..											
	1260 ..											
	Increase ..											
	Decrease ..											

Additional Rules subsequently issued.

1. In future statements two columns to be introduced, to show the prime cost and monopoly value, respectively, of salt lost by wastage. Circular, 8th May, 1851.

2. The receipt and sale of salt to be regulated, in future, in all cases by the Indian maund, and the accounts to be kept and the returns to be furnished accordingly, but the mercal may be used in the measurement of salt either when that article is received into store or retailed on private sale. Circular Orders, 20th of January and 7th of March, 1853.

3. The practice of selling at the pans before storage prohibited. Note 5, to Circular of the 20th of January, 1853.

4. Rowannahs not to be returned to the place of issue. Circular dated 11th of April, 1853.

GEO. PLOWDEN,
Commissioner.

(True Copy.)
With notes and additions.

* Columns 4, 5, 6, 7, altered so as to distinguish the inland consumption of other districts and of Foreign States, by Circular dated the 29th July, 1852.

APPENDIX G.

Correspondence and Papers relating to the Manufacture, Consumption, and Taxation of Earth Salt.

No 1.—Extract from the Proceedings of the Madras Board of Revenue, dated the 10th July, 1848.

No. 2.—Extract from the Minutes of Consultation of the Madras Government, dated the 10th October, 1849.

No. 3.—Extract from the Proceedings of the Madras Board of Revenue, dated the 1st May, 1851.

No. 4.—Minute by the Honourable Mr. Elliot, dated the 21st May, 1851.

No. 5.—Minute by the Honourable Mr. Thomas, dated the 22nd May, 1851.

No. 6.—Minute by Sir Henry Pottinger, dated the 26th May, 1851.

No. 7.—Extract from the Minutes of Consultation of the Madras Government, dated the 19th June, 1851.

No. 8.—Extract from a Letter from the Court of Directors to the Madras Government, dated the 10th November, 1852.

No. 9.—Extract from the First Report of the Public Works Commissioners, Madras, dated the 23rd September, 1852.

Parliamentary Paper—Select Committee of the House of Commons in 1832.

No. 10.—Extract of a Letter from J. A. Dalzell, Esq., in reply to a Letter dated the 17th January, 1832. Circulated by the Commissioners for the affairs of India.

Appendix G.—No. 1.

Extract from the Proceedings of the Board of Revenue, dated 10th July, 1848.

1. In his letter of the 9th of January, 1847, the Collector of Bellary stated that the salt modahs, or hillocks, of his district, might be considered as referable to 16 classes, distinguished according to the number of men and cattle employed in them, but taxed very unequally, even as respected those of the same class, and without any regard to the value of the salt produced. These several classes, their maximum and average rate of assessment, with other particulars, are shown in the annexed table:—

Items.	The different classes of Modahs or Earth Salt Heaps.	Total Number of Modahs	Amount of Tax for Fusly 1255.	Per Modah. Average.	The Highest Price.	The Lowest Price
			R. A. P.	R. A. P.	R. A. P.	A. R. P.
Worked by both Persons and Buffaloes.	No. of Buffaloes. No. of Persons.					
	1st .. 4 .. 8 ..	4	73 8 0	18 2 0	28 0 0	12 0 0
	2nd .. 4 .. 4 ..	51	431 10 0	8 7 6	28 0 0	2 4 0
	3rd .. 3 .. 6 ..	4	38 0 0	9 8 0	12 0 0	8 0 0
	4th .. 3 .. 5 ..	2	13 4 0	6 10 0	7 0 0	6 4 0
	5th .. 3 .. 4 ..	4	38 4 0	9 9 0	19 12 0	3 12 0
	6th .. 3 .. 3 ..	42	218 6 0	5 3 0	19 0 0	2 4 0
	7th .. 2 .. 4 ..	99	958 15 0	5 10 0	27 11 0	1 8 0
	8th .. 2 .. 3 ..	228	1,585 4 0	6 15 5	19 12 0	1 0 0
	9th .. 2 .. 2 ..	694	3,044 3 0	4 6 2	20 0 0	0 8 0
	10th .. 1 .. 3 ..	10	58 0 0	5 12 9	9 0 0	2 0 0
	11th .. 1 .. 2 ..	597	2,918 7 0	4 14 0	21 0 0	0 15 0
	12th .. 1 .. 1 ..	804	2,230 6 0	2 13 0	15 0 0	0 3 6
		2,539	11,608 3 0	4 9 8	28 0 0	0 3 6
Worked by Persons only.	No. of Persons.					
	13th .. .. .. 4 ..	6	36 4 0	6 0 8	9 0 0	2 0 0
	14th .. .. .. 3 ..	3	15 8 0	5 2 8	11 0 0	2 0 0
	15th .. .. .. 2 ..	117	739 11 0	6 5 0	19 0 0	1 0 0
	16th .. .. .. 1 ..	140	293 2 0	2 11 0	7 12 0	1 4 0
		266	1,084 9 0	4 1 4	19 0 0	1 0 0
	Total number worked ..	2,805	12,692 12 0	4 8 0	28 0 0	0 3 6
	Not worked ..	84	412 8 0	4 14 6	22 0 0	0 4 0
	Grand Total	2,889	13,105 4 0	4 8 0	28 0 0	0 3 6

2. With a view to equalize the assessment, and proportion it to the value of the manufacture on which it was to fall, the Collector proposed, by combining some of the classes above given, to reduce them to eight, and to assess each class of Modah at 10 or 12 per cent. on the value of the salt produced in it. This plan will be seen more clearly by reference to the subjoined Table:—

Items.	Classes.	Estimated for each Modah.		Aggregate Number of Modahs.			Tax Collected in Fusly 1255.
		Value of Salt Manufactured.	Tax at 10 per cent.	Total No.	Total Value of the Produce.	Tax at 10 per cent.	
Modahs worked by both Persons and Buffaloes.	No. of Buffaloes. .. No. of Persons.	R. A. P.	R. A. P.		R. A. P.	R. A. P.	R. A. P.
	4 .. 4	100 0 0	10 0 0	55	5,500 0 0	550 0 0	505 2 0
	3 .. 3	75 0 0	7 8 0	52	3,900 0 0	390 0 0	307 14 0
	2 .. 3	62 8 0	6 4 0	327	20,437 8 0	2,043 12 0	2,544 3 0
	2 .. 2	50 0 0	5 0 0	694	34,700 0 0	3,470 0 0	3,044 3 0
	1 .. 2	37 8 0	3 12 0	607	22,762 8 0	2,276 4 0	2,976 7 0
	1 .. 1	25 0 0	2 8 0	804	20,100 0 0	2,010 0 0	2,230 6 0
		..	..	2,539	1,07,400 0 0	10,740 0 0	11,608 3 0
Modahs worked by manual labor alone.	 2	25 0 0	2 8 0	126	3,150 0 0	315 0 0	791 7 0
	 1	12 8 0	1 4 0	140	1,750 0 0	175 0 0	293 2 0
				266	4,900 0 0	490 0 0	1,084 9 0
				2,805	1,12,300 0 0	11,230 0 0	12,692 12 0

3. The total amount of revenue which would be raised at a per centage of 10 per cent. would be, rupees 11,230, or rupees 1,875:4 below the beriz of Fusly 1255. That to be yielded at 12 per cent. would be 13,476 rupees, or 371 rupees above that beriz. The maximum or minimum rates at 12 and at 10 per cent. are 12 rupees and 1 rupee 8 annas, and 10 rupees and $1\frac{1}{4}$ rupees, respectively. The value of the earth salt was taken at 100 rupees per garce, being less by nearly one-third than the average selling price (145r. 1a. 4p.) stated in Mr. Mellor's letter of the 25th of April, 1844; but it is represented that the manufacturers are in the habit of disposing of their produce at prices much below the bazaar rates.

4. In Cuddapah the manufacture of earth salt was prohibited in 1812, prior to which date house-tax or moturpha, though to no considerable amount, seems to have been collected from the Woopoowars, or salt manufacturers. Since the prohibition, though salt has continued to be made, no tax on this article specifically has been levied from those engaged in the manufacture. The salt modahs in Cuddapah are reckoned to be 1708, of which 906 produced salt of the better, and 802 that of an inferior quality, the quantity of salt yielded daily by one of the latter description is double that derived from one of the former, but the second class salt is of only half the value of that of the first. Thus the value of the quantities produced in each class of salt hillocks in equal times is the same, being on an average 1 rupee in two days, or 45 in the three months which constitute the working season. Of this, 35 rupees 12 annas are supposed to be absorbed in charges, and 9 rupees 4 annas to represent the profit realized annually from each hillock, the average selling price of earth salt in Cuddapah being given at 75 rupees per garce. It was proposed to tax the modahs at rates varying from 5 to 2 rupees, and averaging $3\frac{1}{2}$ rupees each, and the aggregate revenue thence derivable would be 5,978 rupees per annum, or 5r. 3a. 6p. per garce on the total quantity produced.

5. In their proceedings of the 30th of September, 1847, in commenting upon the reports of which an abstract has been above given, the Board remarked that Mr. Mellor's plan did not appear to provide for those of the existing modahs, which did not exactly fall under any of the classes contemplated in his scheme. It was their opinion that none of those now worked should be suppressed, but that they should be assessed according to the number of men and cattle employed upon them, or with reference to the quantity of salt manufactured. It was further suggested that the same rates might be made applicable to both Bellary and Cuddapah, the Collectors of those provinces were therefore directed to communicate with each other, and to state whether uniform rates of tax might not be adopted throughout the Ceded Districts. At the same time it was resolved to refer to the Government agent at Kurnool with a view to ascertain the practice obtaining in respect to the assessment of earth salt in the province under his management, and how far it might be assimilated to that proposed to be carried out in Cuddapah and Bellary.

6. In his reply of the 22nd of May last, reported at the head of these proceedings, the Collector of Bellary has pointed out that the rates proposed in his previous classification of the salt modahs were based upon the supposition that the value of the article produced by each man or buffalo was 12r. 8a., the tax on which, at 10 per cent., would be 1r. 4a. Thus, in his first class, the number of men and cattle employed are 8*; the value of the produce is taken at 100 rupees, the tax at 10, being thus, respectively, 12½ rupees, and ¼ rupee per man or bullock, as already stated. On this principle it will be easy so to arrange the rates of assessment on the various classes of modahs as to admit of their adaptation to any number of men or cattle that may be employed.

7. In his answer of the 24th of April last, the Collector of Cuddapah has stated that he does not consider it practicable to assimilate the rates of assessment in his own district to those proposed for Bellary, mainly, as it would seem, from the superiority in the quality of the salt produced in the latter district, and the greater quantity which is yielded by the same amount of labour. He is of opinion that no higher tax than 8 per cent. *ad valorem* could be imposed in Cuddapah, that proposed for Bellary being 10 or 12. He has at the same time more fully developed his original plan, and introduced some modifications. It is now intended to have six classes of modahs distributed according to the number of men or buffaloes employed at them, and to the quantity produced, and for each class there are to be three rates of assessment, graduated according to the saline properties of the earth used, and its distance from the place of manufacture, as shown in the subjoined statement:—

| Modahs or Hillocks, worked by Manual Labour alone. | | Modahs or Hillocks, worked both by Buffaloes and Persons. | | |

The highest rate will be 8 rupees, the lowest 1 rupee, and the aggregate assessment will be 6,007rs. 4a. or about 8 per cent. on the value of the salt produced, the highest rate which could be imposed, in Mr. Cochrane's opinion. It is not expected that more than four buffaloes will be worked in any one modah. Should more men be employed than are provided for in the table for each class, they may be taxed additionally at rates varying from 12 to 8 annas per man.

8. From the report* of the Government agent at Kurnool, it will appear that the number of salt modahs worked in his district is only 60, distributed according to the number of men or cattle into 10 classes, assessed at rates referable to no fixed principle, but ranging from 17 rupees to 1 rupee. The salt is represented as being inferior in quality to that made in Cuddapah or Bellary, and the profit gained by the manufacturers as small. The total revenue derived from these modahs is also considerable, being for Fusly 1256 (A.D.1846-7) only 347r. Mr. Phillips expresses himself averse to any interference with the existing rates unless it be to reduce them by levying 10 or 12 per cent. on the value of the article produced, under which arrangement the salt cultivators will be benefited to the extent of 132½ rupees or 89½ rupees, according as the lower or higher per centage be adopted. It is however suggested "that to rent the privilege of making earth salt for a few years would lead to a knowledge of the assessment which the cultivators can fairly bear, better than any other plan, for it is obvious that they would abandon their salt cultivation if the renters attempted to enforce unreasonable rates, and those which would be found in force, when again taken under Amani, would perhaps be as good a guide as can, under present circumstances, be secured for levying the tax."

Bellary.

9. It has been shown in paragraph 3 of these proceedings that the total amount to be derived from a tax of 10 per cent. on the value of earth salt, produced in the Bellary modahs,† would fall considerably below the present revenue; whereas that which would be realized by adopting the rate of 12 per cent. would exhibit a small increase above it. The Board are not aware why any reduction should be made in the present beriz, under the new arrangements—they have no reason to believe the tax now levied to be excessive in the aggregate, and the manufacturers must of course have benefited by the abolition of the inland duties, and will derive further advantage when the frontier Customs shall also be discontinued. Taking, therefore, the rate of 12 per cent. on the value of the salt produced in each heap, the scale proposed by the Collector will be as under shown:—

	Buffaloes	Men	Value of Salt manufactured in each Modah.	Tax on each at 12 per cent.	Number of Modahs.	Total Assessment.
1	4	4	100 0	12 0	55	660 0
2	3	3	75 0	9 0	52	468 0
3	2	3	62 8	7 8	327	2,452 8
4	2	2	50 0	6 0	694	4,164 0
5	1	2	37 8	4 8	607	2,731 8
6	1	1	25 0	3 0	804	2,412 0
7	0	2	25 0	3 0	126	378 0
8	0	1	12 8	1 8	140	210 0
					Total....	13,476 0

The maximum and minimum rates will be, respectively, 12 rupees and 1 rupee 8 annas. The highest and lowest rates at present are 28 rupees 3 annas and 5 pies. Thus it will be seen that while the plan proposed will effect a great reduction in the higher rates now in force, it will raise the lowest rates by more than 600 per cent., the Board regret this latter circumstance, but it seems to them to be inseparable from any attempt to introduce regularity and uniformity into so anomalous a system as that which now prevails, and they do not see how it is to be remedied, without departing from the principle laid down by the Court of Directors,‡ viz., that of proportioning the tax to the quantity and value of the article manufactured.

10. It was objected to the scale of rates submitted by Mr. Mellor, that it excluded some of the present classes of salt modahs. On referring, however, to

* 12th February, 1848.

† Beriz for Fusly 1255 .. .. .. Rs. 13,105 A. 4 P. 0
Do. at 10 per cent. 11,230 0 0
Do. at 12 per cent. 13,476 0 0

‡ From Government 13th February, 1846.

the existing distribution, as shown in paragraph 1 of these proceedings, it will be perceived that the number of modahs in some of the classes is very small. Thus the number *worked* by 4 buffaloes and 8 men is only 4, that by 3 buffaloes and 6 men is also 4, that by 3 buffaloes and 5 men only 2, by 3 buffaloes and 4 men only 4; so the number of those worked by 4 coolies without cattle is but 6, that worked by 3 coolies is but 3. All such cases may therefore, the Board think, be referred to the classes nearest to them in the proposed revision; thus the modahs worked by 4 buffaloes and 8 coolies may fall under the first class, those by 3 buffaloes and 6 men, 3 buffaloes and 5 men, or 3 buffaloes and 4 men, may be referred to the second classes, an extra charge of 1 rupee 8 annas being made on each, for each additional man employed. It is however observed that the number of modahs worked by two buffaloes and 4 men amounts to 99, and that it is not contemplated that this shall form a distinct class under the new arrangement. The value of salt produced by each man and buffalo being estimated by the Collector as the same, viz., 12 rupees 8 annas, that of the salt manufactured by 2 buffaloes and 4 men may be regarded as equivalent to that produced by 3 buffaloes and 3 men; and the modahs of the former description may be ranged under the second of the new classes. This adaptation of the old to the new classes will be more clearly perceived in the following statement.

Class.	Buffaloes.	Men.	Number of Modahs.	Number to be comprised under same Class in the new arrangement.	Tax on each Class.
1st Class	4	8	4	55	12 rs. with additional tax of 1½ rs. on each man employed above four.
	4	4	51		
2nd do.	3	6	4	151	9 rs. on two last descriptions of modas a and b, same on three first with an extra 1½ rupee on all men above three.
	3	5	2		
	3	4	4		
	a3	3	42		
	b2	4	99		
3rd do. ..	2	3	228	228	7r. 8a.
4th do. ..	2	2	694	694	6r.
5th do.	1	3	10	607	4r. 8a. with 1½ r. additional on each moda worked by 1 buffaloe and 3 men.
	1	2	597		
6th do. ..	1	1	804	804	3r.
7th do.	0	4	6	127	3r. with 1½ r. extra on each man at work beyond 2.
	0	3	3		
	0	2	117		
8th do. ..	0	1	140	140	1r. 8a.

11. The Board concur with the Collector of Cuddapah in opinion that it is not necessary to enforce uniformity in the rates of assessment to be imposed on the Bellary and Cuddapah salt modahs, both for the reasons which he has urged, and because whereas the present measure, as it respects the former district, is but the revision of a long existing impost, it is in Cuddapah tantamount to the introduction of a new tax, no assessment having been levied upon the salt manufacturers of that province since 1812, and the amount realized before that period being, it would seem, inconsiderable. Under such circumstances the levy of a per centage of 8 per cent. on the value of the salt manufactured, will, in the judgment of the Board, be sufficient for the present at least; they do not however approve of that part of Mr. Cochrane's plan which would vary the rate payable by each class of modah, according to its distance from the earth used in it and similar considerations; the arrangement would, it appears to them, be one difficult to carry out in practice, and which would leave too much to the discretion of native revenue servants, they would therefore adopt the average rates which he has given uniformly, according to the annexed table:— Cuddapah.

Class.	Buffaloes.	Men.	Value of Produce.	Rate of Tax.	Remarks.
1st	4	4	90 0	7 0	Ten annas additional to be added for each cooly employed above those entered in the several classes.
2nd	3	3	67 8	5 4	
3rd	2	2	45 0	3 8	
4th	1	1	22 8	1 12	
5th	..	4	30 0	2 8	
6th	..	2	15 0	1 4	

12. From the foregoing remarks it will be perceived that the principle on which the Collectors of Bellary and Cuddapah have proceeded is the same, and is in accordance with the instructions of the Court. Both officers have ascertained to the best of their power the value of the salt manufactured in the several descriptions of hillocks in their districts, and have attempted so to arrange their proposed classes of modahs, and the rates of assessment leviable upon them, that the tax shall bear an equitable and uniform per centage to the value of the article on which it is to fall, the per centage being higher in Bellary than in Cuddapah, for reasons already explained. It is of course evident that the difficulty of gaining information in such inquiries, where much must be taken on the assertion of interested parties, is considerable; but the Board regarding the suggested arrangements, as explained in the preceding paragraphs 10 and 11, to be on the whole satisfactory, would recommend that they be sanctioned for five years from the commencement of the approaching Fusly 1258 (A.D. 1848-49) at the expiration of that period they should be open to such revision as greater experience and knowledge of the subject may show to be requisite.

Kurnool.

13. Considering the small number (60) of the salt modahs in Kurnool, and the little revenue derived from them, the Board are not of opinion that any revision of system is very urgently required. They are however inclined to support the agent's recommendation, that the mode of assessment in his district be assimilated to that to be adopted in Cuddapah and Bellary, and a tax of 12 per cent. on the value of the salt produced in them levied on the different hillocks, in lieu of the present rates, which it is observed, would involve a reduction of this branch of revenue to the extent of 89½ rupees. The Board are not inclined to support Mr. Phillips' suggestions, for renting out the privilege of making earth salt.

Appendix G.—No. 2.

Extract from the Minutes of Consultation of the Madras Government dated the 10th October, 1849, on the Extract from the Proceedings of the Board of Revenue, dated 10th July, 1848.

Paragraph 1. The Governor in Council observes, that the manufacture of earth salt in the provinces of the Madras Presidency is a subject that has come under the notice of the local authorities, the Board of Revenue and the Government at different times and in a variety of shapes, and being beset with difficulties has never been conclusively settled.

2. Under Section 3, Regulation I, of 1805, "the manufacture or sale of salt, and the transit, export or import of it, whether by sea or land," excepting on account of Government, is forbidden. Petty offences against the Salt Laws were formerly cognizable by the Criminal Courts, and the inconveniences arising from this mode of procedure since modified by Act XVII of 1840, vesting this power in the magistrates, was exemplified in an instance brought before Government in 1840.*

3. Earth salt is manufactured extensively in the Bellary district, and exists also in Cuddapah and in Kurnool, the article, it is stated, may be imported with facility from the adjoining Native States. It is prepared also in the Tondiman country, and a recent correspondence† has brought to notice an instance of extensive smuggling detected in Madura. There is, therefore, great reason to believe, that not only clandestine manufacture exists at other places, but that an illicit traffic is also carried on to a much greater extent than is known to the local officers, causing, to a nearly equal extent, injury to the revenues of Government arising from the salt monopoly.

4. In the Bellary district, the manufacture of earth salt has existed from time immemorial, Mr. Mellor's report of the 25th of April, 1844, shows that the subject had engaged the attention of the Board of Revenue and the local officers so far back as the years 1808 and 1812; that, in 1813, Mr. Chaplin stated that the Board having directed the gradual abolition of the manufacture of earth salt, he had of late discouraged it, and contemplated its early extinction. It is, however, now shown that the manufacture still continues as a matter of necessity, the article being extensively used by the great body of the poorer classes, both for themselves and for their cattle, not only is it so manufactured for consumption in the district, but for extensive exportation. In Cuddapah and Kurnool,

* In Consultations, 14th January, 1840, Nos. 13, 14. In Despatch 31st May, 1844, No. 8, paragraph 77.

† Despatch, 4th April, 1848, Nos. 14, 15.

no such necessity would appear to exist, although clandestine manufacture is continued.

5. The earth salt of Bellary is reported to be a wholesome condiment; in Madura the earth salt confiscated in illicit traffic was destroyed as being deleterious. In Cuddapah, the article is stated to be inferior to that of Bellary, and the Kurnool to be inferior to both.

6. The earth salt in Bellary is manufactured in 800 villages, the number of mounds or places of manufacture being 2,805; the article previous to Act VI, of 1844, paid a transit duty exceeding rupees 3,000 per annum, which has since been discontinued, and the manufacturers paid, and continue to pay, a moturpha tax bordering on rupees 13,000 per annum. Like all other items of moturpha the tax is arbitrary, regulated on no fixed principles, and is as various in its details, as are the classification of the mounds, and the means by which they are worked. The quantity of salt produced in Bellary is 1,100 garces, of which it is represented that one-fourth is exported.

7. In Cuddapah the manufacture though prohibited in 1812 is still clandestinely carried on; there are 1,708 hillocks capable of producing salt, partly of the first quality, and partly of the inferior kind; no revenue is realized, and the Collector proposes to tax each mound. In Kurnool the manufacture is very limited.

8. The Court of Directors remarking on Mr. Mellor's report of the 25th of April, 1844, approved of the Government having withheld consent to the strict enforcement of the provisions of the law as it regarded the earth salt in Bellary, and observed that, if the practice is to be permitted, it would be desirable to place the manufacture under a more defined system of regulation, and instead of levying moturpha on the manufacturers to tax the produce moderately.

9. In pursuance of these orders the Board of Revenue recommend a plan of procedure in Bellary, which to the Government appears to be as complicated as the one it is intended to supersede; they propose to reduce the number of classes now existing from 16 to 8, to estimate according to a graduated scale the value of each mound, according to the means employed in its produce, and to tax that valuation at 12 per cent.; where the old classification is not adapted to the present scale, such are to be added to the nearest classes, with an addition to the tax according to circumstances. A system upon similar principles is proposed for Cuddapah, with the difference only in the per centage which is limited to 8. In Kurnool it is proposed to assimilate the mode of assessment with that of Bellary.

10. The financial effect of these propositions will be the levy of the usual moturpha tax in Bellary on the produce, so adjusted that a great reduction will be effected in the higher rates now in force, while the lowest rates will be increased more than 600 per cent. without any advantage in point of revenue. In Cuddapah, if the Government understand the matter rightly, a new revenue will be raised of rs. 6,000 per annum, while in Kurnool there will be a small diminution of rs. 89½.

11. One object which the Board of Revenue have in view in these arrangements is (p. 11) to leave as little as possible to the discretion of native revenue servants, yet in paragraph 10 they propose to lay on an extra tax on hillocks where extra hands may be employed, a measure which necessarily involves the very interference they desire to prevent, and the classification, moreover, which they desire to reduce to 8 is virtually increased, by this means to 12 if not more.

12. The Governor in Council is of opinion, that the orders of the Court "to place the manufacture under a more defined system of regulation," have not been accomplished by the propositions of the Board of Revenue, nor does it appear to him that their orders to impose "a moderate tax proportioned to the quantity manufactured" contemplated a plan to tax the poorer classes in Bellary more than 600 per cent.

13. If, as in 1812 in Cuddapah, and as stated by Mr. Chaplin in Bellary in 1813, the prohibition of the manufacture of earth salt had been steadily persevered in from year to year, and the attention of the local officers especially directed to this object, there seems reason to believe that the necessities of the people would have devised other means of supply, and the manufacture, if not altogether abandoned, would have been too limited to admit of export.

14. The distance of Bellary from the coast may, with some justice, be urged as an argument in favour of the poorer ryots there; the high prices of marine salt may induce the clandestine manufacturer of earth salt, but no less may it be inferred, that the permission for this manufacture has tended to check the admission of marine salt to the degree necessary to meet the wants of the community, thus causing a rise in its price beyond the means of the poor.

15. The reports furnished by the Collectors of the Ceded Districts on the subject of earth salt convey only information recently obtained "to the best of their power," and from "interested parties;" they would seem not to have given that attention to it which its importance demanded. The Governor in

Council apprehends that what was intended by the Court of Directors as a defined system of regulation was such a one as would keep the local officers in a condition to command complete information at any time, and to check undue interference with the general trade or consumption of the marine salt.

16. Now that the manufacture of earth salt in the Ceded Districts and Kurnool has existed for such a length of time unnoticed and unchecked, the point for inquiry is, in what way the views of the Court may be carried out without inconvenience to the people, or detriment to the revenue; and the Governor in Council would suggest, for the consideration of the Board of Revenue, whether the manufacture should not be legalized under Section III, Regulation I, of 1805, and permitted under a licence; or whether it would not be possible to farm under suitable rules and restrictions, either to the principal manufacturers themselves or to others, both the manufacture and sale of the article, in common with other sources of revenue, on principles similar to that by which the abkarry rents are already farmed.

17. In the latter of these plans the Governor in Council thinks, that by a well-arranged contract, the present revenue from moturpha may be fully secured, without detriment to the interests of the manufacturers or consumers. The contract should stipulate that principal mounds alone should be worked, and such a number as would make produce equal only to the wants of the community, as far as they can be ascertained; another stipulation should be, that no part of the produce should be exported out of the district, especially to Native States. The contract should distinctly specify the places and the particular mounds which are to be worked, so that the officers of Government may have the means of commanding all information in respect of them, and to guard against undue advantage on the part of the contractors; the rate at which the article is to be sold should be defined, as well as the maximum quantity to be sold to each individual on each occasion, the same being just sufficient to admit of retail.

18. The system of illicit traffic requires also that the attention of the Board should be given to rendering more efficient the means for preventing the import of earth salt, the manufacture of Native States, into the Company's provinces.

19. The general question of the moturpha revenue of which the tax on earth salt forms a small portion in Bellary is at present engaging the attention of Government. The Court of Directors have likewise, in paragraphs 27 to 30 of their Revenue Despatch, dated the 31st of December, 1847, No. 29, desired that the Board of Revenue should be called upon to report the bearing of the salt tax, and other details connected with the general operation of the salt monopoly, and, as the subject is at present before them, the Governor in Council would wish them, with the information collected from the local officers, to consider whether by any means the consumption of sea salt might be encouraged to the gradual supersession of the earth salt in places where the use of that article may be extensive.

20. The Governor in Council, therefore, thinks it desirable that, pending the decision of Government on the questions above-mentioned and the suggestions now offered for the consideration of the Board, the system existing in Bellary, of taxing the manufacturers of earth salt, should continue, but that every means should be employed by the local officers of this, and the neighbouring districts of keeping themselves informed of the proceedings in this branch under their respective charges, of limiting both the quantity and place for this manufacture, and of encouraging the use of marine salt.

Appendix G.—No. 3.

Extract from the Proceedings of the Board of Revenue, dated 1st May, 1851.

The Government, in extract from Minutes of Consultation, dated the 10th of October, 1849, after reviewing the proceedings* of the Board on this subject, and the plan suggested by them for placing the manufacture of earth salt under a better regulated system, were of opinion that the object proposed was not likely to be accomplished by the modifications of the existing practice suggested by the Board; but, with the purpose of meeting the views of the Court of Directors it was proposed, for the consideration of the Board, either to legalize the manufacture under the provisions of Regulation I, of 1805, and permit it under licence, or to farm out the manufacture and sale to the principal manufacturers, or others, on principles similar to those by which the abkarry rents are already farmed.

* Dated 10th July, 1848.

2. Previously to offering any decided opinion upon these suggestions, the Board thought it desirable again to refer the subject for the report of the revenue authorities in the Ceded Districts,* and the letters above quoted convey the expression of their several opinions.

3. Of the plans proposed, the Collector of Bellary takes a more favourable view of the licensing system, and has submitted certain rules for its regulation; but he expresses his doubts whether, after all, it would be better than the existing system of raising a revenue from earth salt, or more suited to the habits of the manufacturers. He states that it would be impracticable to lay down any rule as to a maximum or minimum price for the sale of the salt, principally because a large proportion of the sale is by retail to the ryots for their own consumption, and not to wholesale dealers. Much of it is stated to be thus disposed of by the women of the manufacturers, who hawk it about the villages and exchange it for grain. The real difficulty in respect to this, as well as to the other rules proposed is, the means of carrying them, out or enforcing them, without the aid of a costly superintendence in so large a number of places, scattered over the whole district, and mostly in very unfrequented places. Paragraph 12.

4. Mr. Pelly observes that the abolition of the smaller moolahs would create a present loss of revenue to the amount of 2,523 rupees, which might be eventually reduced to 1,262 rupees; but that it would be a measure of great hardship towards the poorer class of manufacturers, whose only property and means of subsistence is in these moolahs, and that it would create much discontent without any substantial advantage being gained from it. He thinks the present manufacture not beyond the consumption of the district, though his predecessor supposed that one-fourth was exported. Appended is a statement of the tax on the quantity produced from Fusly 1215 to 1252,† from which it will be seen that it remained steady during that period, and that even on the heavy sayer being removed no material increase took place. It may be added that the class of salt manufacturers are often those engaged in highway and gang robberies, so prevalent in the Ceded Districts, and that to deprive the poorer portion of these people of their present means of livelihood would not improbably be attended by a serious increase in these crimes in the Cuddapah and Bellary districts. Paragraph 114. Paragraphs 7 and 14.

5. The plans proposed by Mr. Pelly for encouraging the consumption of marine salt are, in the opinion of the Board, quite impracticable. These are, either to "give gratuitously salt for importation into the Bellary district for a few years, or for the Government to import directly large quantities of marine salt, and distribute it throughout the district at a moderate price." In the first of these there would be no means of preventing the sale of the salt during its transit through other districts, nor could every importation be examined and measured on arrival for the purpose of checking this. The danger of such abuse would be still greater if the salt were conveyed from the coast on account of Government, and it is manifest that its distribution could not be carried on without the establishment of depôts, and the appointment of persons to conduct the receipt and issue of the salt, and for keeping the accounts, as well as for arranging its conveyance. The temptation to abuse is so great that it is almost impossible to check frauds even at the original places of manufacture on the Paragraphs 10 and 11.

* 8th November, 1849.

†

Fusly Years.	Amount collected and entered under the head of Baghyr Veesbady.		Amount of Sayer Duty.	Total Company's Rupees.
	Number of Persons.	Amount of Tax.		
		C. RS.	C. RS.	
1215	1,338	12,590	The accounts of these Fuslies are not forthcoming.	
1221	1,540	12,807		
1229	1,962	13,615	3,596	17,211
1243	1,891	11,087	3,876	14,963
1244	1,912	11,118	3,321	14,439
1245	1,970	11,491	3,266	14,757
1246	2,016	11,751	3,405	15,156
1247	2,087	12,101	3,776	15,877
1248	1,939	11,648	3,365	15,013
1249	2,134	12,811	3,323	16,134
1250	2,109	12,743	3,301	16,044
1251	2,077	12,926	3,146	16,072
1252	2,065	13,060	3,093	16,153

coast. To do so where the salt was to be transported at the charge of Government, and sold in different places, two or three hundred miles inland, would be impossible.

6. The Collector of Cuddapah takes a different view of the relative practicability and advantages of the farming and licensing systems, and is inclined to prefer the former. He observes that the classes in Cuddapah who are engaged in the manufacture are for the most part very poor, and do not bear a high character, that they could not easily purchase a licence, nor furnish security to abide by its conditions, and the same difficulty presents itself to him as to the Collector of Bellary, of controlling the manufacture and sale, and of enforcing the rules which might be laid down without a separate machinery for this purpose. On these grounds he would prefer to farm the manufacture, but purposes to keep it under Amani for a certain time, subject to rules similar to those for the manufacture of marine salt, for the purpose of obtaining satisfactory data respecting the quantity and cost of the salt which can be produced. But this would require the organization of establishments similar to those on the coast.

7. In the opinion of the Board, both the licensing and renting systems are attended with difficulties which are incompatible with their success. The permission to sell by licence involves the necessity of extensive excise supervision on the part of Government, which cannot be obtained without considerable expense, and it appears in other respects to be a measure hardly adapted to the peculiar condition and habits of the classes by whom the salt is manufactured. On the other hand, the plan of farming out the manufacture of earth salt is open to the serious objection adverted to by the Collector of Bellary, that it
Paragraph 2. creates an interest directly opposed to that of Government, viz., that the renter would endeavour to extend for his own profit a sale which the Government seeks to contract.

8. The reform of the existing system is in every point of view a most difficult one. It has been an object sought for a long period but not hitherto accomplished, and it is, as observed by Government, so "beset with difficulties" that after the best consideration they have been able to give to the subject, the Board have arrived at the opinion that no practicable remedy presents itself, while the advantages which it is hoped might be gained by an entire change in the system of collecting a small revenue from it are limited and uncertain, and seem scarcely to warrant a departure from the existing practice, which has so long prevailed, and to which the people have become accustomed.

9. The Board are not without hope that, as the improvement in the means of transit takes place, and when direct communications are opened with the coast, and the present cost of carriage diminished, the marine salt may be more largely consumed, particularly in the Cuddapah district. In the meantime, they see no alternative but that "the system existing in Bellary of taxing the manufacturers of earth salt should continue."* The system of levying a Moturpha tax presents at least the advantage that it can be regulated according to the productiveness of each moolah, whether this arises from the number of persons employed, the degree to which the earth is impregnated with salt, or other circumstances affecting the quantity and quality of the article produced. These appear to vary so much in different localities as to render it difficult to bring them under any definite or fixed rules.† With reference, however, to the inequality which is stated to exist in the Bellary district as regards the rates levied on the several classes of salt moolahs, by which some are unduly taxed, while others pay less than a fair proportion of their profits, the Board can see no objection to a more equitable re-adjustment of the moturpha, and they would propose to direct the attention of the Collector to this point.

10. With respect to Cuddapah, earth salt is at present largely produced. There is scarcely any check imposed on it practically, although the sale of it is not recognised as lawful. It has not been considered expedient to prevent the manufacture altogether, and the Board can see no good reason for its remaining entirely exempt from taxation, while a revenue is derived from it in Bellary. They would therefore propose that the moturpha assessment be extended to Cuddapah, pending such further measures as may appear advisable hereafter. It is estimated that a revenue of 6,000 rupees might be levied by the imposition of a tax at the rate of 8 per cent. on the value of the salt produced.

11. In Kurnool the manufacture of earth salt appears to be trifling. A small revenue of 347 rupees is collected on the salt moolahs, and the Board would not propose to make any alteration in the system prevailing there for the present.

* Extract Minutes of Consultation, 10th October, 1849, paragraph 20.
† From Collector, Bellary, 9th January, 1847.

Appendix G.—No. 4.

Minute by the Honourable Mr. Elliot, dated the 21st May, 1851.

It is clear, I think, that the abolition of the manufacture of earth salt in these districts is impracticable. As to the bad quality of the salt, I conceive it to be more than doubtful that it is really deleterious to man, or beast. The notion that it is so I take to be a prejudice. It is said to be not so good in Cuddapah as in Bellary; but Mr. Murray speaks well of the salt produced in the former, as (the better sort) little inferior to marine salt. It is a question whether the mass of the people do not prefer it to marine salt. As to the mode of regulating the manufacture, I am not convinced that the impediments to the introduction of a system of licensing the place of manufacture are so important as the Board conceive. But if the amount of revenue to be got by it is no more than Mr. Pelly estimates, it is not worth while to make a change, except for the objection of the Court to a tax of the nature of Moturpha. If the Moturpha system is continued in Bellary, it ought to be introduced in Cuddapah. But the revenue from the Moturpha tax, according to the estimate, is far below what Government ought to get. Taking the cost of manufacture to average 17 rupees, according to Mr. Murray, and the average price to the consumer in both districts to be 100 rupees, the profit per garce is 100 — 17=83. The estimated quantity of produce

			Garce.
In Bellary is	.. ..		1,330
In Cuddapah	.. ..		1,345
			2,675
	Say		2,700
	Profit per Garce		83
			8,100
			21,600
	Aggregate profit	Rupees	2,24,100
Moturpha in Bellary		13,000	
Ditto in Cuddapah, say		9,000	
			22,000
			2,02,100

Government ought to have more than 10 per cent of the profit, the alternative being the abolition of the manufacture—20 per cent. might well be paid for a legalized traffic.

Appendix G.—No. 5.

Minute by the Honourable Mr. Thomas, dated the 22nd of May, 1851.

I think there should be no change whatever made either in Bellary or Cuddapah; considering that salt is an essential and prime necessary of life, I would not now tax it where it has hitherto been free, more especially as it is the poorest classes, both manufacturers and consumers, who will suffer from the imposition of the tax.

2. I am under a strong impression, derived from information obtained at different times and from different quarters, that earth salt contains so much impure and earthy matter, that its use tends to bowel attacks, worms, and low fever, and injures the general health. Of course the only remedy is to place good marine salt within the reach of the mass of the people, and thereby increase both the revenue, and the comfort of the people, at the cost of a little more pains in the Salt Department.

Appendix G.—No. 6.

Minute by Sir Henry Pottinger, dated the 26th of May 1851.

Proceedings of Board of Revenue, dated the 1st of May 1851, regarding the manufacture and sale of earth salt in the districts of Bellary, Cuddapah, and Kurnool.

2. I have very attentively considered the above proceedings with the letters on which they are grounded, and have also paid due attention to the marginal notes of my Colleagues.

3. The extreme difficulty, almost amounting to an impossibility, of dealing with the question under discussion, has been already acknowledged, and I am unwillingly obliged to declare that I have found nothing in the papers now before me tending to remove that difficulty.

4. The idea of licences, under the rules suggested by Mr. Pelly, must, I conceive, be abandoned as wholly unsuited to the class of persons and circumstances which they are meant to regulate, and the single objection to farming the manufacture of earth salt which both the Collectors have pointed out, namely, that of its placing the interests of the Government and the farmer in direct opposition, strikes me to be conclusive and insurmountable.

5. I fear that the expedients proposed by Mr. Pelly for encouraging the use of marine salt, and thereby gradually superseding that of earth salt, in the Bellary district are, as observed by the Board of Revenue, "quite impracticable," unless by retaining establishments, and incurring expenditure which would be far beyond the object to be attained. I even doubt whether any establishment, however large, or any outlay, however unlimited, would secure that object; and I look on it, that the attempt would be only opening another very wide door to the vast frauds which I believe to be annually perpetrated in the salt department in every district of this Presidency where that article is produced.

6. In Bellary, therefore, I would, as suggested by Mr. Thomas, sanction the continuance of the present system (that is levying a Moturpha), and leaving it to the Collector to re-adjust the rate periodically, taking special care that he did not do so, with a view to increasing the revenue from earth salt, in a way that would unfairly press on the manufacturers, or inconvenience the consumers.

7. I do not myself think it is worth while, for the small revenue spoken of, to make any present alteration in Cuddapah or Kurnool. The letter of the acting Collector of the former Collectorate seems to me to have been written without full reflection, and is therefore, if not contradictory, at least unsatisfactory to those seeking information. He states* that the carts which come to the sea coast with indigo, cotton, and other produce, return empty, instead of carrying back salt, and assigns as the reason for this, the wish of the owners to save their bullocks on the homeward journey; this may influence them to a certain degree, but it might, I think, be expected that they would take home a half, or even a quarter load of marine salt, were it likely to sell; and I consequently suspect that their not doing so only proves that the people will not buy or consume marine salt, so long as they can get that made from earth much cheaper.

8 If this surmise be correct, nothing short of the total suppression of the manufacture of the latter, or at least it being taxed so as to bring the price of the two descriptions of salt on a par, or very nearly so, will apparently ensure the general introduction of marine salt: irrespectively of the absolute cruelty of inflicting such a hardship on a large body of our native subjects, I agree with the local authorities that the measure might be attended with evil consequences to the peace of the districts.

9. In conclusion, I beg to repeat the observation which I have made elsewhere in different terms, that the introduction of railways into this Presidency would of itself work a change so vast in the single article of salt, that the beneficial effect on the fiscal arrangements of Government, and on the habits and comfort of the people can be scarcely over estimated; and although I most fully see and admit all the advantages that must spring from good roads, yet my personal conviction is, that those advantages will always fall far short of the desired end, as far as salt is concerned.

* Paragraph 5.

Appendix G.—No. 7.

Extract from the Minutes of Consultation of the Madras Government, dated the 19th June, 1851, on the Extract from the Proceedings of the Board of Revenue, dated the 1st of May, 1851.

Paragraph 1. The Right Honourable the Governor in Council has attentively considered the foregoing proceedings, and the letters on which they are founded, together with the previous correspondence on the subject of regulating the manufacture and sale of earth salt in the Ceded Districts and Kurnool.

2. The extreme difficulty of dealing with this question has been already acknowledged, and the Governor in Council can discover nothing in the papers now before him calculated to remove that difficulty. Of the two plans proposed for the reform of the existing arrangements, viz., either by licensing or by farming out the manufacture, though the impediments to the introduction of the licensing system may not be so important as the Board of Revenue conceive, yet the measure seems little suited to the class of persons who would be affected by it, and the change is hardly advisable if no larger amount of revenue would result from it than is estimated by the Collector of Bellary.* The single objection to farming out the manufacture of earth salt, which has been pointed out by the Collectors, both of Bellary and Cuddapah, viz., that of its placing the interests of the Government and the renter in direct opposition, appears to be conclusive against that mode of procedure.

3. The Governor in Council also apprehends that the expedients proposed by the Collector for encouraging the use of marine salt, and thereby gradually superseding that of earth salt in the Bellary District, are, as observed by the Board of Revenue, "quite impracticable," unless by maintaining establishments and incurring expenditure which would be far beyond the object sought to be attained, and it is to be feared that the attempt would only afford a further opening to the great frauds which are believed to be annually perpetrated in the salt department in all the coast districts of this Presidency.

4. Taking into consideration the objections and difficulties above noticed, the Government are of opinion with the Board of Revenue, that the practice existing in Bellary of taxing the manufacturers of earth salt should continue, and that it should be left to the Collector to readjust the Moturpha rates periodically, using special care that he does not do so with a view to increase the revenue from earth salt in a way that would unfairly press on the manufacturers, or inconvenience the consumers.

5. The Governor in Council does not consider it expedient, for the sake of the small revenue expected from the proposed imposition of Moturpha on the manufacturers of earth salt in Cuddapah, to subject those parties to any tax for the present, nor would he make any change in the Kurnool District, where the manufacture is already taxed, beyond desiring that, as in Bellary, the rates may be revised in any cases in which they may appear to bear hardly on the manufacturers.

6. The Government resolve to forward the proceedings of the Board of Revenue, with the reports that accompanied them, and the previous correspondence on the subject, as also this extract minutes of consultation, to the Court of Directors, in reference to the general letter addressed to them under date the 5th of March, 1851, No. 10, paragraphs 25 to 29.

* Rupees 12,692. 26th September, 1850, paragraph 14.

Appendix G.—No. 8.

Extract from a Letter from the Court of Directors, dated 10th November, 1852, No. 16.

25 and 29; also letter dated 4th August (No. 41), 1851.

Reporting the result of proceedings having in view the supersession of the moturpha tax now levied on the manufacture of earth salt in Bellary and Kurnool, by a more regular system. The desired alteration was found impracticable, and therefore a re-adjustment periodically of the moturpha rates was all the change ordered.

14. The licensing system would appear to be incompatible with the habits and conditions of the people, and would, moreover, involve extensive measures of excise, which would be attended with considerable expense. The object of Government being to restrict as much as possible the manufacture of earth salt, the farming system was clearly out of the question, since the objects and interests of the farmer would be diametrically opposite. The entire abolition of the manufacture would not only be productive of suffering and hardship to the people, and opposed to long custom, but would probably lead to an increase in gang and highway robberies, practices, to which the smaller class of manufacturers even now resort. We are however disposed to ascribe much of this lawless character to the existing system of unrestricted manufacture and sale of earth salt in the Ceded Districts. The generality of the working salt makers are stated not to be paid by fixed wages or even in money for the salt which they produce, which is hawked about in the village by their wives, who receive coarse grain in exchange; in this state of things it is not surprising that, when their food falls short, they should resort to dishonest means to obtain subsistence.

15. We think it desirable that the quality of the earth salt produced in the interior of the country, should be tested by experienced chemists, in order that the question on which so much difference of opinion continues to exist, as to its containing substances injurious to the health of the consumers, may be satisfactorily solved; and, if it should be found to contain deleterious matter, it would be well to inquire whether a different mode of preparation might not free the injurious ingredients.

16. The real cause of the difficulty which lies in the way of superseding the use of earth salt, in the Ceded Districts, by that of marine salt, is obviously the comparatively low price at which the former can be brought to market; for while earth salt, of good quality, is purchasable at rs. 100 the garce, the same quantity of marine salt (and this probably largely adulterated with earth salt) cannot be procured for less than rs. 240. With reference to this circumstance, and to the instruction conveyed to you in our letter, dated the 31st of August (No. 13), 1852, we are anxious that you should bring the subject to the notice of the Government of Bengal, with the view of ascertaining whether it would be practicable to introduce into the interior districts of your Presidency a system similar to that which has worked so advantageously, both for the interests of the revenue and the welfare of the Molunghees, in the salt manufacturing districts of the Bengal Presidency.

17. Whatever may be ultimately done in this matter, we desire that no change which would interfere with the property possessed by the salt makers, in the mounds from which the earth salt is extracted, may be carried into effect without their receiving full compensation for any loss to which they may be subjected. We would call to your notice the opinions of the local authorities that the importation of the sea salt to the Ceded Districts is impracticable, to any extent, until the public roads are improved.

Appendix G.—No. 9.

Extract paragraphs 400 to 406, in part, from the First Report of the Public Works Commissioners, Madras, dated 23rd September, 1852.

400. * * * * *

The salt revenue.

The selling price, at the several stations on the coast, is invariable—not varying, that is, with any incidents of the season or manufacture; but in the interior, of course, the cost of carriage forms an important element in the price of so bulky a commodity. Everything, therefore, which tends to reduce the cost of conveyance lowers the price of this necessary of life, in the inland districts, and so increases the consumption of it; and all improvement of the roads between the coast and the interior acts powerfully in this way.

Increase in the salt revenue in Canara.

401. With these few preliminary remarks we beg to request attention to Appendix C C, being a statement of the quantity of salt sold, for home and inland consumption, in each of the fifteen coast districts, in the twenty revenue years, 1831-32 to 1850-51. On looking at the sales of salt in Canara, in that statement, it will be seen that they exhibit not only a rate of increase unknown elsewhere, but a steadiness of progress, also, which contrasts with the fluctuations seen in other districts. Not only do the average annual sales of each five years of the period exceed that of the preceding five, but, with few exceptions, there is an increase in the sales of every succeeding year. On the whole, the average yearly sales of the last of the four periods exceed those of the first by no less than 50½ per cent. Mr. Maltby declares his opinion, as already observed, that, among various causes for this increase which he notices, the formation of the passes is the chief, and it clearly appears to be so. No doubt the abolition of the transit duties, in 1843, conduced, in a great degree, to the same end, by benefiting trade generally; but against this has to be set off an addition of 12½ per cent. to the monopoly price of salt, which took place at the same time, and which operated seriously to limit consumption, as is seen in the falling off in the sales in that year in this, and every other district.

Total results in that district.

402. The total gain in the district in this source of revenue, in the fifteen years 1836-37 to 1850-51, above the average of the five years 1830-35, amounts to no less a sum than 15,60,488 rupees; and deducting here, also, even as much as one-half of this, as due to other causes, there remains the sum of 7,80,244 rupees, being half as much again as the whole cost of the road improvements; so that in the short period that has elapsed since the roads were opened, or more properly even while the works have been in progress, their whole cost has been repaid to Government once and a half times over, in the single item of salt revenue, and adding the increase in the land revenue, already described as due to the same cause, viz., 8,19,787 rupees, the whole outlay has already been replaced more than three times over. Or, to put it in another aspect, taking the whole cost of these roads as capital, the annual interest on it, at 5 per cent., amounts to 26,250 rupees; and, if to this is added the charge for repairs and superintendence, at 5 per cent., the whole annual cost of the roads is 52,500 rs. But, taking the average of the last five years, the yearly increase in the land revenue, ascribable to the road improvement, is 54,386 rupees, and in the salt revenue it is 52,016 rupees, after deducting one-half in each case; so that, in this district, the Government has received a direct net return on the capital expended, of 10¼ per cent., in the form of land revenue, and 10 per cent. in the form of salt revenue, being a total net profit of above 20 per cent. on the outlay, clear of all charges.

Comparison of Canara with Ganjam and Vizagapatam.

403. But the effect of the improvement, in Canara, on the consumption of salt, will be best seen by contrasting the state of the salt revenue there with what it is in another part of this Presidency, very similar to that in its geographical position. We allude to the two districts of Ganjam and Vizagapatam, which, like Canara, stretch along the sea coast, on a narrow strip of low country, backed by mountain ranges, but which differ from that district in being entirely cut off from access through the hills to the level country beyond. These districts, like Canara, manufacture salt, and might make an almost unlimited quantity; but, in the absence of access into, and through, the hills, the demand appears to be limited to the consumption of the coast tract itself. These districts participated equally with Canara in the abolition of the transit duties; but here that boon failed even to countervail the depressing effect of the contemporaneous increase in the selling price of salt. A reference to Appendix C C shows that, compared with the first period of the series of years there

exhibited, there is a positive falling off, in the last period, in the quantity of salt sold in Ganjam, and that though there is a slight increase in Vizagapatam yet the decrease on the two together amounts to very nearly 5 per cent. And yet it needs only a glance at the map to perceive that the sales of salt in these districts would far exceed those of Canara, if proper roads were opened. Canara, it is true, is backed by the Mysore country, and supplies that country with salt and other articles, in exchange for its inland products. But passes through the mountains, behind the northern districts, would put them in immediate commution with the vast territory of Nagpore, a country producing all the inland products, and, especially, abundance of excellent cotton, and where sea salt is a rarer luxury than even in our own district of Bellary. Passable communications between the two countries would give value to the peculiar products of both, and the people of both would be vastly benefited, while the example of Canara justifies the undoubting conviction that the cost to Government would be abundantly repaid in augmented revenue. The increase might not, indeed, be so great, because the good internal communications of Mysore are wanting in Nagpore; but they might be very much less, and still abundantly repay the cost.

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e western trunk road and the salt revenue of the Madras Collectorate.

404. * * * The western trunk road runs from the coast to the interior, but it is a single line, passing through portions of several districts, and, being without branch roads, its effect is limited to those parts contiguous to it, and it cannot be supposed capable of so powerfully affecting those portions as to exhibit any very marked influence on the revenue of the whole districts. There is one branch of revenue, however, which it is well calculated to affect, viz., the sales of salt at Madras; and we will examine the results there. Prior to 1847, the manufacture of salt at Madras was confined, under the orders of the Board of Revenue, to the supply of its own population, and the providing a small quantity for export to Calcutta; the issue of rowannahs for the interior was prohibited. But, in January of that year, on the representation of the Collector that there was little demand for the Calcutta market, and that the facilities for inland sale were very great at Madras, the prohibition was withdrawn. This measure opened the western trunk road to the dealers in salt, and was precisely equivalent to making a good road to the salt stores, in lieu of the wretched tracks by which alone the stores before available for the inland supply can be reached. The effect has been most satisfactory; the sales have greatly increased and are still increasing.

sult of the sales before and after the road was opened.

405. In order to get a fair view of the results, we must take the sales of the Chingleput district, as well as those of Madras, both because a considerable part of the salt sold at the latter Collectorate was drawn from the neighbouring pans of Chingleput, its own being unable fully to supply the demand, and also because the sales at other stations in Chingleput have been in some degree diminished. We take these sales in the five revenue years preceding the change of system, and the five succeeding it, which are shown in the following table.

* * * * * * *

e increase has much more than paid the cost of the road.

406. From this statement it is seen that the average quantity of salt sold in the two districts in each year of the latter period exceeded by 1,188 garce the average of the preceding period, notwithstanding the increase in the monopoly price in Fusly 1254. The total increase in the quantity sold in the 5 years was 5,590 garce, and the price of this quantity at 120 rupees, the present rate, is 7,22,800 rupees; this then is the amount of the gain to the salt revenue, in spite of the effect of the higher price in limiting consumption and excluding from the calculation the gain by that higher price. Now, to compare this gain with the cost of the western trunk road; we have already stated, that, up to the beginning of 1845, 10½ lacks of rupees had been spent on the road, and the subsequent expenditure to the end of 1851 amounts to 3,73,000 rupees, making a total of 14,23,000 rupees. The sum stated to be necessary for keeping the road in its present state of repair is something under 40,000 rupees yearly; the cost of maintaining the road for the ten years since it was completed will thus be 4,00,000 rupees, and the cost of formation 10,23,000 rupees. Thus the whole annual cost of the road may be computed at 91,150 rupees, being the charge for maintenance added to interest on the first cost at 5 per cent. But the annual gain in the increased sales of salt has been 1,42,260 rupees; being above half a lack in excess of the yearly cost of the road. Thus, in this case again, notwithstanding the heavy cost of this road, both from the nature of the country crossed, and the quantity of drainage to be provided for, and from the distance of material (all owing to a faulty selection of the line) the charge has been much more than repaid to Government by increased revenue from the single article of salt. Nothing could more vividly illustrate the value of roads into the interior, or more emphatically enforce the necessity of opening such communications.

Appendix G.—No. 10.

Extract from Letters in reply to a Letter in the Revenue Department, dated the 17th January, 1832, circulated by the Commissioners for the Affairs of India. See Inquiry of the Select Committee of the House of Commons in 1832, Vol. VI. Report and Evidence, Part III, Revenue, pages 455 and 456.

From J. A. Dalzell, Esq.

My revenue employment was entirely in the inland districts of Bellary and Cuddapah, where the only species of salt that can be manufactured is made from earth. This salt is greatly inferior to the sea salt for culinary purposes, and as interfering with the monopoly of the latter the manufacture of it was not allowed, so far as it could be prevented. It is, however, highly esteemed for its virtues when administered to agricultural cattle, for which a considerable quantity is required, and, in this respect, the bay salt is no substitute for it, especially for this reason, and also because of the hardship of altogether debarring the poor the liberty of using the salt if they choose, it appeared to me that it was not advisable altogether to prevent its manufacture, and the only way in which it seemed practicable to permit its use, and yet to limit its consumption so as not injuriously to affect the monopoly of sea salt, was artificially, by a high valuation, or high duty, to approximate its price to that of bay salt, and then to farm the duty upon it along with the other items of the land customs. By this arrangement, both its introduction from neighbouring Foreign States, and its manufacture in our own territories might, I think, be sufficiently restrained, without having recourse to the harsh and unpopular expedient of complete suppression.

APPENDIX H.

Correspondence and Papers relating to the Export of Salt from the Madras Presidency to the Bengal Presidency.

No. 1.—Evidence of P. Gordon, Esq., before the Select Committee of the House of Commons of 1831.

No. 2.—Ditto of James Mill, Esq., before the Select Committee of 1832.

No. 3.—Ditto of John Crawfurd, Esq., before the Select Committee of 1836.

No. 3 A.—Ditto of Thomas Love Peacock, Esq., before ditto.

No. 4.—Extract from a Paper put in by John Crawfurd, Esq., before the Select Committee of 1836. See Appendix to the Report of the Committee, No. 76, Page 206.

No. 5.—Extract of a Letter from the Bengal Board of Revenue to the Government of Bengal, dated the 17th February, 1854.

No. 6.—Extract of a Letter from the Madras Government to the Government of Bengal, dated the 20th April, 1854.

No. 7.—Extract of a Letter from the Madras Board of Revenue to the Government of Madras, dated the 1st June, 1854.

No. 8.—Extract of a Letter from the Bengal Board of Salt to the Bengal Government, dated the 12th June, 1840.

No. 9.—From the Government of Madras to the Government of Bengal, dated the 30th January, 1854.

No. 10.—From the Bengal Board of Revenue to the Government of Bengal, dated the 13th March, 1854.

No. 11.—Extract of a Letter from the Madras Government to the Government of Bengal, dated the 20th April, 1854.

No. 12.—Extract of a Letter from the Bengal Board of Revenue to the Government of Bengal, dated the 19th July, 1854.

No. 13.—From the Bengal Board of Revenue to the Government of Bengal, dated the 6th September, 1854.

No. 14.—Extract of a Letter from the Bengal Board of Revenue to the Government of Bengal, dated the 3rd July, 1854.

Appendix H.—No. 1.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons in the year 1831.

Evidence of P. Gordon, Esq.

453. Is the quantity of shipping employed in the general commercial intercourse between the Presidencies of Bengal and Madras increasing or decreasing?

Decreasing.

454. Does that arise from the salt monopoly?

It does.

455. Supposing the monopoly of salt were no longer to continue, would there not be carried on an extensive intercourse between Madras and the Bengal provinces?

Very extensive, indeed; no ship would return empty to Calcutta.

456. How does the salt monopoly operate to decrease the trade?

The salt trade would be much larger; every ship which returned to Bengal would touch upon the Coromandel coast, and fill up with salt. One cause of the trade decreasing is the salt monopoly, and the other is the increased cultivation of the Carnatic, which has taken place since it has been in a peaceable state.

458. What would be the natural import from the Bengal provinces into Madras?

They would carry rice into Madras.

459. Is not the Madras Presidency, upon the whole, in the habit of importing a portion of its food?

It is.

460. Is not that part of India subject to great droughts?

Very much so.

461. Of course, at periods of drought they require larger importations of grain?

Much larger. Their subsistence, in fact, depends upon Bengal, and in 1824 there was great mortality in consequence of the droughts.

462. In a season of drought, would there not be peculiar facility in producing salt?

Much greater than common.

Appendix H.—No. 2.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company, in the year 1832, Volume VI, Report and Evidence, Part III,—Revenue.

Evidence of James Mill, Esq.

2998. If the export from Madras, and from Ceylon and England, were unencumbered and free from regulations, and if the imports into the Ganges were without duty or examination of any kind, and that the whole trade in salt was as free as imagination could fancy; under those circumstances, in what way do you think Bengal would be supplied; would it be by import, or the manufacture of salt in the district?

I have very little doubt it would be by import; the facts which have more particularly come under my consideration are those of the manufacture on the Coromandel Coast; I believe that salt might be imported into the Bengal river from the coast cheaper than it can be manufactured in the Bengal districts.

2999. Does not Bombay supply a large quantity of salt?

It is capable of supplying any quantity. With so warm a sun, so extensive a coast, and a dry atmosphere, during a part at least of the year, I should imagine that salt might be manufactured, and very cheaply, to any extent.

3000. If you are right in that supposition, is it not evident that the Bengal Government do not at present obtain the salt from the cheapest source of supply?

I have long thought they did not, and have very often been surprised at the disinclination they seemed to have to enlarge their orders from the coast; they have always been urged by the Madras Government to do so, the salt affording a return cargo to the vessels that went to Bengal for corn.

Appendix H.—No. 3.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India, in 1836.

Evidence of JOHN CRAWFURD, Esq. formerly in the Bengal Medical Service.

506. In the event of a free system being introduced in the room of the present monopoly, how do you think that the Bengal territories would be principally supplied?

There are at least two kinds of salt consumed in every country where there is an effectual demand for salt, and a facility of obtaining it,—solar evaporation salt and boiled salt. With respect to the salt from solar evaporation, my own opinion is, that nearly the whole of it will be imported in a perfectly open trade from the Coromandel coast. That is the nearest country; it is the country also in which the manufacture can, in my opinion, be conducted most cheaply; but, above all these things, it is the country which stands most in need of what Bengal has to give it in payment—corn. * * * *

507. Answer * * * * * The people of Bengal have corn to give to the people of Madras; the people of Madras have salt to give to the people of Bengal; one is ill off for corn, and the other is ill off for salt. The Government steps in to prevent their exchanging their staple commodities with each other. This is one of the very worst features of the monopoly. It must be evident that the people of Bengal cannot get a market for their corn, unless the people of Madras are allowed to pay them for it in that which the people of Madras can afford to give for it, viz., salt, the staple article of the produce of the Madras territory, as corn is of that of Bengal. The people of Madras are of course in a similar predicament. Madras is not a corn country, at least the greatest part of it is not productive in corn. It is liable to scarcities, sometimes to famines, but it would, undoubtedly, be secured in a great measure from these calamities by the establishment of a permanent and fixed free trade in corn and salt between the two countries. No such trade can be, as long as the existing system is persevered in. The Governments of Madras and Bengal have been repeatedly, in my time, under the necessity of interfering directly to prevent the people of Madras from being starved. They *have* been obliged to hire ships and to purchase corn, and send it down to Madras. Now, I think, that if the people were but allowed to trade with each other freely in what each could afford to exchange, and that the Government would only be so good as to let them alone, the inhabitants of Madras would not stand in need of the direct assistance of Government upon these extraordinary occasions.

508. Have not the seasons a good deal to do with the scarcity of corn?

I think there has been nothing like a considerable scarcity of corn in Bengal for near 70 years. Scarcities at Madras are constantly recurring, many of them have recurred in my own time, but I never heard of a failure of salt in Madras.

* * * * * * *

518. Then assuming the free trade, and the giving up of the monopoly, and the existence of a duty of two rupees per maund, is it your opinion that the whole, or any great, proportion of the salt consumed in Bengal would be imported; or do you think it would be manufactured in the country?

It is my opinion that the larger proportion of the salt would be imported; and I should explain to the Committee why I think so. There are but two places in Bengal where salt has ever been made at a tolerably cheap rate; the manufacture, therefore, I fancy would, if conducted at all, be confined to these two places. Bengal possesses no natural facilities for the manufacture of salt; there are no brine springs in Bengal; there exists no means of manufacturing salt there, except making it from sea water; and that sea water is itself not a strong brine, but, on the contrary, a very weak one, in consequence of the vast body of fresh water which is poured down from the Himalaya, along the whole course of the Gangetic plain, and which discharges itself into the ocean at the very localities at which the manufacture is, and must always be, conducted. Then there is a paucity of fuel, which has even already increased the cost of manufacturing almost everywhere. Then the people who are engaged in the manufacture, and who are likely under any circumstances to engage in it, I think possess very little ingenuity. The manufacture indeed, may, when it is free, be improved; but it is now conducted I have no doubt pretty much in the same way in which it was conducted, perhaps, several thousand years ago.

There has not been the slightest improvement in the process of manufacture at all events since the first appearance of Europeans in the country; on the contrary, the cost of manufacture, instead of decreasing with the general improvement of the country, has been constantly increasing.

Appendix H.—No. 3, A.

Evidence of Thomas Love Peacock, Esq., Assistant Examiner of Correspondence, India House.

1134. Answer * * * * * * There is an allusion to the supply of grain from Bengal to Madras by means of the coast shipping. The coast shipping have, on more than one occasion, saved Madras from famine. That is one reason that has weight with the Government, in keeping up to a certain extent the supply of salt from Madras, in order to maintain a class of shipping which may, in time of need, supply Madras with grain. * * * *

Appendix H.—No. 4.

Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to inquire into the supply of salt for British India, in 1836.

Extract from a paper put in by John Crawfurd, Esq. Appendix No. 76, page 206.

I have no doubt that the principal supply of the people now subject to the monopoly, would ultimately, in the event of free trade and equal duties, be furnished from abroad. The question what country or countries would furnish it, is not very material. It is one which, at all events, may very safely be left to the enterprise, activity, and competition of the Indian and European mercantile communities. The Coromandel or eastern coast of the peninsula is, by soil, climate, and locality, peculiarly fitted for the manufacture of salt by the process of solar evaporation, and, unless factitious means be taken to hinder it, will, in all probability, always furnish a considerable proportion of the consumption of the Bengal provinces. The supply on that coast, I believe, seldom, or never, fails from vicissitudes of climate; for the droughts, which in that part of India are so unpropitious to agriculture, are the very causes which conduce most to a certain and constant supply of salt. The present supply of coast salt in Bengal is a matter of the greatest caprice, indeed of the utmost uncertainty. In ordinary years the annual demand has been about six lacks of maunds (6,00,000). But, when the manufacture fails in Bengal, a sudden and unexpected demand is made on Madras far exceeding this amount. In 1826, there was a failure in the Bengal manufacture, and a demand was made upon Madras to the extent of 15 lacks of maunds (15,00,000), and this quantity was actually furnished in 1827. The demand for 1828 was reduced to half this amount, or $7\frac{1}{2}$ lacks. In 1828, the local manufacture having been ample, the Board of Customs go the length of proposing to the Governor-General the total suspension, not only of all importation from Madras, but from Bombay also. Here was the recommendation of a public body virtually to suspend the best part of the commercial intercourse of the provinces of the same empire, for mere fiscal purposes, a suggestion which I believe I may say, is nearly unique in financial history. In 1829-30, the quantity of Madras salt which the Government actually sold at Calcutta is under the usual average, but in every subsequent year it rises considerably above it, and in 1833-34 it is more than double that amount, or maunds 13,69,100. In the public correspondence the Government of Madras, and even that of Bombay, are constantly found loudly demanding large and fixed supplies, while the Governor-General replies, "that it is impossible to fix any minimum quantity to be absolutely taken." This kind of altercation is of very old standing, for it commenced, I find, even under the monopoly of Lord Clive, near seventy years ago. The Government of Madras at that time, is seen telling the Government of Bengal, that it has 6,00,000 of maunds (the usual amount of the present annual supply) lying ready for it at Masulipatam; and the Government of Bengal writes back, that it "cannot see any advantage" in importing so large a quantity. I think it must be admitted at once, that these violent fluctuations in an article

of first necessity, and in an article an open commerce in which is indispensable to a profitable and legitimate trade, between two provinces of the same empire, can be viewed in no other light than that of an evil of the first magnitude. Bengal is a corn country, but never furnishes salt enough for its own consumption. Madras is fertile in the production of salt, but subject to such vicissitudes in the production of corn, as to have been, at all times, more or less dependent upon its neighbour for a supply. Bengal always furnishes more corn and less salt than it can consume, and Madras generally less corn and more salt than it can use. The Bengal Government taxes severely the salt of Madras in Bengal, and the Madras Government taxes heavily the corn of Bengal in Madras. The inhabitants of the two provinces mutually want each other's productions, and, if a free intercourse were permitted, a large and beneficial commerce would naturally spring up between them. The greatest obstacle to such a consummation, in so far as I can discover, is the monopoly. In one year the whole tonnage of shipping required in this trade does not much exceed 20,000 tons, and next year it approaches to 60,000. In another year it is seriously proposed by the Government to suspend this branch of commerce altogether, that is to say, to refuse to the people of Madras the means of paying for the external supply of corn which they may not be able to dispense with, and to refuse to the people of Bengal cheap salt. Surely a Government appears to great disadvantage when it thus presents itself as the chief, and indeed nearly the sole, barrier to the free and beneficial intercourse of its own subjects.

Appendix H.—No. 5.

Extract of a Letter from the officiating Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated February 17, 1854.

Part of paragraph 1. At the same time they cannot but be sensible that any considerable check to the manufacture from storms or heavy rain in the next two months, would reduce the Government stocks to a very low ebb, and to ensure a sufficient supply at Sulkea, under all circumstances, the Board think it would be expedient to revert temporarily to the practice of indenting upon Madras. This was discontinued in 1845, as the Government golahs then contained a very large stock of that description of salt, and it was expected that the demand would be supplied by private importations from the coast, Bombay, and other quarters. For the last eight years no salt has been imported on account of Government, and the Board are unwilling to have recourse to a measure which may appear to a certain extent to be an interference with the operations of private enterpri se. But, with a brisk demand, slack importation, and low stocks, they feel that they would not be justified in neglecting any means open to them for replenishing the Government stores, and, as the importations from the coast on private account are comparatively small, they see no great practical objection to the proposed measure.

Appendix H.—No. 6.

Extract, paragraphs 2 and 3, of a Letter from the Government of Madras to the Government of Bengal, dated 20th April, 1854.

2. It will be observed that the Collectors of Madras, Chingleput, and Nellore have been directed to lay aside salt in the quantities noted in the margin* for despatch to Bengal on indent, and to reserve a further moderate quantity for supply on private trade to be augmented from time to time as the demands arise. The Collectors of South Arcot, Tanjore, Masulipatam and Rajahmundry have also been instructed to set aside all their present available salt for shipment to Bengal on private trade.

3. An advertisement showing the quantity, and the districts from which salt will be supplied on indent will be immediately published in the "Fort Saint George Gazette," and periodical statements showing the salt available for Calcutta, both on account of the Government indent and on private trade, will appear in the same paper.

* Madras 1,00,000; Chingleput 2,00,000; Nellore 2,00,000.

Appendix H.—No 7.

Extract paragraphs 8 to 10 of a Letter from the Sub-Secretary to the Madras Board of Revenue to the Secretary to Government, Madras, dated the 1st June, 1854.

8. The Madras Government furnish (and ship free of charge) salt on "private trade" for 15 rupees per 100 maunds. This barely covers the cost of manufacture and expense of shipping, especially at ports south of Masulipatam, where Government pay more for their salt than they do in the Northern Circars. It is true, that salt on "Government indent" might be supplied at the same rate; but then this Government would be keeping up an establishment, and selling at *prime cost* to Bengal, where the average wholesale monopoly price is 323 rupees per 100 maunds,* or 400 rupees per garce, the Madras monopoly price being 120 rupees per garce.

9. But even then the Bengal Government would not be certain of a supply, unless they allowed more than 35 rupees per 100 maunds to the shipper.

10. The Board, however, are of opinion that it is not at all necessary that the salt on Government indent should be *bought* by the shipper. It is a transaction quite distinct from his business as shipper, which has reference only to freight; a preferable course, the Board think, would be for the Madras Government to furnish salt at a fixed price to cover the cost of manufacture to the Bengal Government, and that that Government should notify at the beginning of the year how much they require; and as soon as arrangements can be made with different Collectors to have salt ready, the Madras Government be authorized to advertise for and accept tenders for taking it to Bengal. In this case, the Board would propose to fix 15 rupees for 100 maunds shipping expenses, to be borne by Government, both for the Government indent and private trade. In the former case, the Bengal Government will be charged the 15 rupees, and also pay the amount agreed upon by this Government for freight. The freight to be paid in Calcutta on the quantity *landed.*

Appendix H.—No. 8.

Extract paragraph 11 of a Letter from the Bengal Board of Salt to the Bengal Government, dated the 12th of June, 1840.

Paragraph 11. We should see no objection, if your Lordship and the Madras Government perceive none, to square-rigged vessels of not less than 200 tons burthen being allowed to export salt purchased of the Government of Fort St. George from the Coromandel Coast for delivery here on payment of our import customs' duty, precisely on the same footing as salt is brought from Bombay. We would confine this privilege, however, to vessels of the above description, as it would limit it to such as must necessarily take pilots, and which are, when laden with salt, boarded as soon as possible by Custom-house officers. To allow of its importation on the same terms on the country sloops would be to open a wider door to smuggling, respecting the existence of which from that class of vessels we were always very apprehensive, and, should the Madras Government be enabled to supply any considerable quantity of salt on our present indent, it will be a subject to which we shall give our most serious consideration.

* Parliamentary Paper, 4th Report, Indian Territories, 1853, No. 692, page 261.

Appendix H.—No. 9.

T. Pycroft, Esq., Secretary to the Government of Madras, to C. Beadon, Esq., Secretary to the Government of Bengal.

Sir, *Fort St. George, January* 30, 1854.

I am directed by the Governor in Council to forward for the information of the Government of Bengal the accompanying Orders which have been passed by this Government upon an application made by the Collector of Masulipatam, to the effect that the restrictions upon the transmission of salt to Calcutta on private trade in vessels measuring less than 200 tons may be withdrawn in the present season.

2. The Government of Bengal will perceive that, from a desire to encourage the import of grain for the relief of the existing scarcity, this Government have so far acted upon Mr. Lushington's suggestion as to allow the export of salt to Calcutta for private trade from all the districts on the eastern coast of this Presidency on vessels of not less than (100) one hundred tons burden. The Collectors have, however, been instructed to make immediate report to the Board of Revenue at Calcutta of all particulars connected with any shipments that may be made on vessels below the usual size, *i.e.*, between 100 and 200 tons, that the necessary precautions may be adopted for the prevention of illicit practices.

I have, &c.,

J. Pycroft, *Secretary to Government.*

Appendix H.—No. 10.

The Officiating Junior Secretary to the Board of Revenue to the Secretary to the Government of Bengal.

Sir, *Fort William, March* 13, 1854.

With reference to the Under-Secretary's letter, dated the 24th ult., I am directed to state, for the information of the Most Noble the Governor of Bengal, that small craft laden with salt from Madras have already begun to arrive.

9. As these salt-laden vessels are constantly passing up the river without pilots or preventive officers on board, with hatches open, and the salt not even stamped over, there is necessarily great risk of smuggling. The Board are therefore of opinion that the superintendent of western salt chowkeys should be allowed to retain, throughout the year, the extra establishment allowed him during the season of import from Cuttack and Hidgellee.

3. The Madras Government should also, the Board think, be solicited to issue orders that all small craft taking cargoes of salt be directed on the passage up the Hooghly to carry continually a distinguishing flag, which might be a square piece of red *bunting* for Government salt, and blue for salt on private account.

I have, &c.,

A. R. Young, *Officiating Junior Secretary.*

Appendix H.—No. 11.

Extract, paragraph 4, of a Letter from the Secretary to the Government of Madras to the Secretary to the Government of Bengal, dated April 20, 1854.

4. As requested in Mr. Young s letter of the 24th of March last, instructions have been sent to the Collectors of all districts whence salt is exported to Bengal, directing them to require the owners or masters of all small craft taking cargoes of salt to carry continually on their passage up the Hooghly, as a distinguishing flag, a square piece of red bunting for Government salt, and blue for salt on private account.

Appendix H. No. 12.

Extract of a Letter from the Officiating Secretary to the Board of Revenue to the Secretary to the Government of Bengal, dated July 19, 1854.

Paragraph 6. The Board presume that the restriction in regard to the tonnage of vessels to be employed in the transport of salt (still limited under the orders of the Government of Madras, dated 30th of January last, to 100 tons and upwards) does not apply to vessels chartered by Government, and they are of opinion that, under existing circumstances, this restriction might be removed altogether.

Appendix H.—No. 13.

The Officiating Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated September 6, 1854.

Sir,

Adverting to paragraph 2 of a letter from the Government of Fort St. George, dated the 24th ultimo, which, with its inclosure, was forwarded to this office, with Mr. Officiating Under-Secretary Young's Memorandum, dated the 31st idem, I have the honor to state that the intention of the Board of Revenue was to suggest that the restriction referred to in my letter of the 19th of July last, might be discontinued as regards the transport of salt in private trade, as well as on account of Government.

2. The imports from Madras on private account having been very small, it appeared advisable, so long as the Government stocks continue inconveniently low, to afford every facility for an extension of operations. The former limit of 200 tons, which was intended to restrict the trade in salt to vessels taking pilots, having been removed, the risk of smuggling will not, the Board observe, be materially increased by dispensing with all restriction in regard to tonnage.

I have, &c.,

A. R. Young, *Officiating Secretary.*

Appendix H.—No. 14.

Extract of a Letter from the Junior Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated July 3, 1854.

Paragraph 6. In reply to the queries contained in the postscript of Mr. Pycroft's letter of the 3rd ultimo, I am to state, for the information of the Madras Government, that ships bringing indent salt to Calcutta have to deliver it at the Sulkea Golahs, on the opposite side of the river, a little above the Custom House. If above 200 tons burthen they are treated precisely like vessels bringing any other cargo, receiving on board a preventive officer from the Custom House; if under 200 tons, and having on board salt, either for Government or private parties, an officer of the salt department goes on board, on the entrance of the vessel into the port of Calcutta, and remains on board till the cargo is discharged.

APPENDIX J.

Correspondence and Papers relating to the Equalization of the Duty on all Imported Salt, with the Profit derived from the Manufactured Salt of the Presidency.

No. 1.—From the Government of India to the Madras Government, dated the 25th June, 1852.

No. 2.—From the Madras Government to the Government of India, dated the 23rd July, 1853.

No. 3.—From the Government of India to the Madras Government, dated the 5th August, 1853.

No. 4.—Extract of a letter from the Madras Board of Revenue to the Government of Madras, dated the 19th April, 1852.

No. 5.—Abstract (referred to in the preceding Appendix J, No. 4) of the cost and net profit of the Salt Manufacture, per garce and maund, in each Salt Manufacturing District of the Madras Presidency.

No. 6.—Notification of the Madras Government, dated the 6th December, 1853.

No. 7.—From the Madras Government to the Government of India, dated the 24th November, 1853.

No. 8.—Extract from the Minutes of Consultation of the Madras Government dated the 24th November, 1853.

No. 9.—From the Government of India to the Madras Government, dated the 13th January, 1854.

No. 10.—Minute by Sir Henry Pottinger, dated the 25th of February, 1854.

No. 11.—Minute by the Honorable Mr. Thomas, dated the 1st of March, 1854.

No. 12.—Extract from the Minutes of Consultation of the Madras Government, dated the 9th March, 1854.

Appendix J.—No. 1.

A. R. Young, Esq., Under-Secretary to the Government of India, to T. Pycroft, Esq., Secretary to the Government of Madras.

Sir, *Fort William, June* 25, 1852.

I am directed to acknowledge the receipt of your letter, dated the 11th ultimo, proposing a reduction of the duty leviable under Schedule A, Act VI, of 1844, from 3 rupees to 12 annas per Indian maund on all salt imported from Europe into the Madras territories.

2. The object of this measure is to carry out the wish of the Court of Directors, communicated in a despatch, No. 8, dated the 30th July last, that the trade in salt at Madras should be placed "as far as possible on the same footing as in the other Presidencies." In Bengal and Bombay, no distinction is made between different descriptions of imported salt, but all is admitted on payment of a duty equal in amount to the excise duty levied on salt manufactured in the country. The reasons which make it necessary, in the opinion of the Governor in Council, to limit the privilege at Madras to the case of Europe salt throughout the Presidency, and to salt from Goa and Arabia in

the districts of Malabar and Canara, are stated in the Minutes of Consultation forwarded with your letter, dated the 2nd of April last, and that under reply.

3. I am directed to observe that the reasons have failed to convince the Governor General in Council, that the proposed measure is the utmost extent to which the views of the Court can with advantage be acted upon. The avowed object of the limitation is to exclude Bombay and Ceylon salt from the Madras market; in the case of the former the reason assigned is, that it is an inferior article, and that there is reason to suppose that the salt manufactured in the country, which is of superior quality, can be supplied in sufficient quantities and at a lower cost. Assuming this to be the case, his Lordship in Council cannot perceive in it any reason for placing the Bombay salt under a further disadvantage. To do so, would seem to be superfluous, as no dear and inferior salt could compete in the market with that which is cheaper and of better quality. His Lordship in Council does not, either, clearly understand how the risk of smuggling, on which the objection to the admission of Ceylon salt is founded, is likely to be greater with a duty of 12 annas than it was with one of 3 rupees.

4. In the opinion of the Governor General in Council, it would be in every way preferable, and more in accordance with the spirit of the Court's instructions, to make the contemplated reduction in the duty on salt general, than that it should have any partial operation; and I am to request that the subject may again be brought under the consideration of the Governor in Council.

I have, &c.,

A. R. Young, *Under-Secretary to Government of India.*

Appendix J.—No. 2.

To G. Plowden, Esq., Officiating Secretary to the Government of India.

Sir, *Fort St. George, July* 23, 1853.

1. I am directed by the the Governor in Council to acknowledge the receipt of Mr. Under-Secretary Young's Letter, of the 25th of June, 1852, in reply to mine of the 11th of May, 1852, on the subject of the importation of foreign salt, at the ports of the Madras Presidency, on payment of a fixed duty. The Supreme Government request that the Government of Madras will re-consider that part of their proposal which would limit the concession to salt imported from Europe, to the exclusion of that brought from Ceylon or Bombay.

2. In reply, I am desired to forward the accompanying copy of the correspondence* which has passed, on this point, between this Government and the Board of Revenue. The reasons which had induced the Government to exclude Bombay and Ceylon salt will be found in extract minutes of consultation, of the 30th of August last. On further consideration, however, and communication with the Revenue Board, the Government have been led to the conclusion that the exclusion need not be maintained, and that the admission of foreign salt may be made general. I have, therefore, to request that the Governor-General in Council will be pleased to authorize the import duty leviable on salt, under Schedule A, Act VI, 1844, being reduced from 3 rupees to 12 annas per Indian maund, on all salt, whencesoever brought, on its import into the Madras provinces, at such ports as may, from time to time, be declared by this Government available for the purpose. As regards this last condition, I should explain that, looking to the great number of ports on the Coromandel and Malabar coasts, especially the latter, and the small establishments kept up at many of them, it is desirable, for the better regulation of the trade generally, and prevention of illicit practices, that this Government should have the power of fixing the places at which salt is to be landed; but care will be taken that they be such, both in number and position, as amply to meet all the requirements of the trade.

I have, &c.,

T. Pycroft, *Secretary to Government.*

* Extract Minutes of Consultations, 30th August, 1852. Board's Proceedings, 13th June, 1853. Extract Minutes of Consultations, 23rd July, No. 842.

Appendix J.—No. 3.

G. PLOWDEN, Esq., Officiating Secretary to the Government of India, to T. PYCROFT, Esq., Secretary to the Government of Fort St. George.

Sir, *Fort William, August* 5, 1853.

I am directed to acknowledge the receipt of your letter, dated the 23rd ultimo, and its enclosure, on the subject of the importation of foreign salt, at the ports of the Madras Presidency, on payment of a fixed duty.

2nd. In reply I am directed to state that the Governor-General in Council has been pleased, in accordance with the wish of the Court of Directors, communicated in paragraph 15 of their revenue despatch to the Government of Fort St. George, No. 8, dated the 30th of July last, and, in compliance with the present application of the Government of Madras, to authorize the import duty leviable on salt, under Schedule A, Act VI, of 1844, to be reduced from 3 rupees to 12 annas per Indian maund, on all salt whencesoever imported into the Madras provinces, at such ports as may, from time to time, be fixed by the Government of Fort St. George.

I have, &c.,

GEO. PLOWDEN, *Officiating Secretary to the Government of India.*

Appendix J.—No. 4.

Extract, paragraph 2, of a Letter from the Board of Revenue to the Government, dated the 19th of April, 1852.

An abstract accompanies of the cost to Government of the article in each district, and the net profit accruing on the sale, the average of which is rather less than 14 annas per maund; but, including wastage, the net profit would be reduced to about 12 annas per maund, at which rate the Customs' Duty on foreign salt might, the Board think, be fixed generally, should the Government, with reference to the concluding remarks in extract Minutes Consultation, dated the 2nd of April, 1852, see no objection to the measure.

Appendix J.—No. 5.

Abstract referred to in Appendix J, No. 4, of the Cost and Net Profit of the Salt Manufacture per Garce and Maund, in each Salt Manufacturing District of the Madras Presidency.

	Districts.	Average.	Prime Cost, Including Servants Wages, &c.		Net Profit.	
			Per Garce.	Per Indian Maund.	Per Garce.	Per Indian Maund.
	1	2	3	4	5	6
		Years.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.
1	Ganjam	5	6 13 2	0 0 11	113 2 10	0 15 1
2	Rajahmundry ..	5	12 7 3	0 1 8	107 8 9	0 14 4
3	Guntoor	5	11 3 7	0 1 6	108 12 5	0 14 6
4	Nellore	10	11 5 0	0 1 6	108 11 0	0 14 6
5	South Arcot ..	3	13 6 5½	0 1 9½	106 9 6½	0 14 2½
6	Tanjore	1	13 0 0	0 1 8¾	107 0 0	0 14 3¼
7	Madura	1	15 14 4½	0 2 1	104 1 7½	0 13 11
8	Tinnevelly	..	14 4 3½	0 1 11	105 11 8½	0 14 1
9	Madras	1	12 5 10	0 1 7¾	107 10 2	0 14 4¼
10	Canara	5	28 13 7	0 3 10	91 2 5	0 12 2
11	Chingleput ..	5	19 8 6	0 2 7¼	100 7 5	0 13 4¾
12	Malabar	3	34 8 10	0 4 7¼	85 7 2	0 11 4¾
13	Vizagapatam ..	5	15 5 5	0 2 0⅓	104 10 7	0 13 11½
14	Masulipatam ..	5	6 15 3¾	0 0 11⅛	113 0 8¼	0 15 0⅜
	Average	..	15 6 10	0 2 0⅝	104 9 2	0 13 11⅜

Appendix J.—No. 6.

Notification of the Madras Government, dated the 6th of December, 1853.
Fort St. George Gazette, Page 1259.

It is hereby notified that, under the sanction of the Governor-General of India in Council, the import duty on salt leviable under Schedule A, Act VI, of 1844, will be reduced on and after the 1st day of January, 1854, to 12 annas the Indian maund, on all salt with the exception of salt from Goa, imported into any of the undermentioned ports.

Canara ..	Shedashegur.
	Ankola.
	Tuddry.
	Coompta.
	Honore.
	Bhatcul.
	Byndoor.
	Gungolly or Cundapoor.
Malabar ..	Cannanore
	Tellicherry.
	Calicut.
	Ponany.
	Cochin.
Tinnevelly ..	Tutacorin.
	Coilpatam.
	Colasagarapatam.
Madura ..	Tondy.
	Devepatam.
	Kecla Kerray.
Tanjore ..	Negapatam.
	Nagore.
South Arcot	Cuddalore.
	Porto Novo.
	Hungarkuta (Barcoor.)
South Arcot ..	Mulpe (Oodipy).
	Moolkey.
	Mangalore.
	Munjaishwar.
	Coombla.
	Cassergode.
	Cavoy or Nalaishwar.
Chingleput ..	Pulicat.
Madras ..	Madras.
Nellore ..	Cottapatam.
	Eskapully.
Guntoor ..	Nizampatam.
	Epoorapalem.
Masulipatam	Masulipatam.
Rajahmundry	Cocanada.
	Coringa.
Vizagapatam	Vizagapatam.
	Bimlipatam.
Ganjam ..	Calingapatam.
	Munsoorcottah.
	Ganjam.

Appendix J.—No. 7.

To G. Plowden, Esq., Officiating Secretary to the Government of India.

Sir, *Fort St. George, November* 24, 1853.

With reference to the correspondence noted in the margin* I am directed, by the Governor in Council, to forward, for the consideration of the Governor-General in Council, the accompanying papers,† relative to the effect on the monopoly sales which would be produced, by the admission of Goa salt, by sea, into the territories under the Madras Presidency, at an import duty of 12 annas per Indian maund, under the general sanction accorded by the Government of India, under date the 5th of August last, and, for the reasons therein explained, to request that the Sea Customs' Duty on *Goa* salt, on import into the Madras ports, may, until further orders, be fixed at 14 annas per Indian maund.

I have, &c.,
T. Pycroft, *Secretary to Government.*

* To Government of India, 11th May, 1852.
From Ditto 25th June, 1852.
To Ditto 23rd July, 1853.
From Ditto 5th August, 1853.

† From Collector of Canara, 27th August, 1853.
„ Board of Revenue, 17th October, 1853.
Extract Minutes of Consultation, 24th November, 1853, No. 1308.

Appendix J.—No. 8.

Extract from the Minutes of Consultation of the Madras Government, dated the 24th November, 1853, on a Letter from the Board of Revenue, dated the 17th October preceding.

1. Under date the 23rd of July last this Government recommended to the Government of India that the Customs Duty leviable under Schedule A, Act VI, 1844, should be reduced from rupees 3 to 12 annas per Indian maund, on all salt imported by sea into the Madras territories, without reference to the country from which it might be brought. It was supposed that the levy of this import duty would bring foreign salt into the market at about the same price as that (1 rupee per maund) now charged on the produce of the monopoly, and that the home-manufactured article, and that introduced on private trade would thus compete on nearly equal terms. The supreme Government, 5th of August, 1853, acceded to the application, and the Board of Revenue were instructed to take the necessary steps for giving effect to the measure.

2. In his communication of the 27th of August, transmitted by the Board with their letter above recorded, the Collector of Canara brings to notice that the admission of Goa salt into the ports of his district at a Customs Duty of 12 annas a maund will supersede the monopoly sales to a very great extent, and that immediately when admitted (on the same rate of duty) on the land frontier it has superseded the Government sales only over a portion of North Canara, but when admitted by sea the effect will be general. Goa salt, when purchased for the use of Government, "has," Mr. Maltby states, "been delivered by the contractors at as low a rate as 13½ rupees per garce." This includes freight and a profit, so that add 90 rupees to this, and the selling price may be 103½ rupees, instead of the monopoly price 120 rupees.

3. Under these circumstances, Mr. Maltby submits it as his opinion that "if the measure of admitting Goa salt by sea at 12 annas per maund be resolved on, the change from a monopoly to an excise with regard to the home manufacture must be carried out at the same time, and it has now to be determined whether the admission of Goa salt and this change shall be postponed for a period, or both be at once carried out."

4. The Board of Revenue, in forwarding the Collector's letter, remark that "Goa salt might certainly be excluded from the general concession made to salt from other countries, but that this exception is not desirable, if it can be avoided. In the event of Goa salt imported by sea being included in the general measure, the present duty of 3 rupees per maund may be re-imposed, if the sales of monopoly salt are found materially to fall off, or such a special duty imposed as would place it on an equality with other foreign salt. On the other hand, the Government may be of opinion that the representation of the Collector is sufficiently strong to justify the exclusion of Goa salt by sea altogether for the present."

5. The Governor in Council, having given his most careful attention to the representations of the Board and the Collector, is not disposed to exclude Goa salt on import by sea from the benefit of the concession recently sanctioned by the Government of India, but he is of opinion that the principle of that concession would be sufficiently maintained by the imposition of such a special duty on salt from Goa as would bring it into the market on equal terms with the salt manufactured on account of Government. Twelve annas per maund would, as appears from the Collector, be too low a rate of duty—one rupee would be too high. Taking 14 annas a maund, this would give 105 rupees per garce, and if to this be added 13½ for prime cost, charges, and profit, the salt might be sold at 118½ rupees per garce, or at a trifle below the monopoly rate—120 rupees. The Governor in Council therefore resolves to apply to the Government of India for their sanction for the imposition of 14 annas per Indian maund on salt imported by sea from Goa into the Madras territories, the duty on salt imported from other places remaining at the rate lately authorized, viz., 12 annas.

6. Pending the reply to this reference, Goa salt will not be admitted into the Madras ports, but its temporary exclusion will not interfere with the carrying out of the recent concession as regards salt from other countries. The Board will therefore proceed without delay to prepare the notification called for in Extract Minutes of Consultation, of the 2nd of September, with the necessary reservation as regards Goa salt.

Appendix J.—No. 9.

G. PLOWDEN, Esq., Officiating Secretary of the Government of India, to T. PYCROFT, Esq., Secretary to the Government of Fort St. George. Dated the 13th January, 1854.

Sir, *Fort William, January* 13, 1854.

I am directed to acknowledge the receipt of your letter No. 1,309, dated the 24th of November last, with enclosure, relative to the effect on the monopoly sales which would be produced by the admission of Goa salt by sea into the territories under the Madras Presidency at an import duty of 12 annas per Indian maund, under the general sanction accorded by the Government of India under date the 5th of August, 1853, and submitting the recommendation of the Government of Madras that the Sea Customs Duty on Goa salt on import into the Madras ports may, until further orders, be fixed at 14 annas per Indian maund.

2. The object proposed by the Court in their despatch to the Government of Madras, No. 6, of 1851, obviously was to introduce at Madras the same principle which has for some years been observed in Bengal and Bombay, namely, having ascertained as nearly as possible the actual cost per maund to the Government of the salt manufactured for them in the Madras territory, to add thereto a certain duty (which in Madras was assumed at 12 annas per maund), and fix the sale price of such salt at the aggregate of the two sums, *i.e.*, the cost of manufacture plus the duty, at the same time admitting all foreign salt on payment of a similar duty, so that the two salts might enter into free competition with each other in the markets of the Madras provinces.

3. This is what is actually done in Bengal and in Bombay, and the result is, that while the Government revenue remains entirely unaffected, the consumers benefit by obtaining more, or better, salt for their money by means of the competition.

4. According to this principle it matters nothing at all to the Government whether the Government manufactured salt be undersold or not, the object being not to keep up any monopoly of Government salt, but to levy equal duty on all, and let that article prevail in the market which, after paying duty, can be brought there and sold on the cheapest terms.

5. If the President in Council rightly apprehends the proposition now made on the subject, it is to prevent the Government salt of Canara from being undersold, as it is expected to be, by reason of the cheapness of Goa salt, and this (as the President in Council understands it is intended to do), not by reducing as much as possible the actual cost of the Government Canara salt, which would be a perfectly legitimate measure, but by raising the duty on Goa salt two annas over that levied on the Government salt, making the latter 12 annas, and the former 14 annas per maund.

6. Unless, therefore, the present proposition has been misunderstood, the Governor in Council will perceive that it could not be assented to without a wide departure from the essential principles of the Court's instructions in this matter; for the proposition of the Governor in Council would seem to be the imposition of differential duties to keep foreign salts out, while that of the Court is clearly to levy equal duties in order to let them in.

I have, &c.,

GEO. PLOWDEN.

Appendix J.—No. 10.

Minute by Sir Henry Pottinger, dated the 25th of February, 1854.

Letter from the Government of India, dated the 13th of January, 1854, negativing the proposal of the Madras Government to levy a differential duty of 14 annas per maund on salt imported the into province of Canara from the Goa territory.

2. I have given my very best attention to the above letter,

3. It strikes me that the Government of India have not perfectly understood the object proposed in Extract Minutes of Consultation of the 24th of November, 1853. The simple object therein proposed was to levy 14 annas per maund on salt imported from Goa, whilst all other foreign salt was to be admitted at 12 annas per maund.

4. It seems clear, however, that this differential system cannot now be introduced; at least not without the previous approval of the Court. Though I confess I still think, for the reasons before assigned, that that measure would be equally desirable and fair.

5. The alternatives which now present themselves are to reduce the price of home made salt to a level with that brought in from Goa, which must, I conclude, be applied to all other places, or to introduce the excise system.

6. The former, I see, can only be done under the orders of the Governor-General in Council, and will apparently lead to a considerable defalcation of revenue. The excise system is surrounded with many serious difficulties, as described at length in the Collector's letter of the 10th of November, 1852, and should it be eventually decided on, which I admit would be, in my estimation, the best of the two, as assimilating the practice of Madras with that of Bombay and Bengal; it can obviously only be carried out after full consideration, and the receipt of information to be obtained through the Board of Revenue from the local revenue officers in all parts of the Presidency which the change would affect.

7. The question for primary consideration is what is required to be done immediately, and I see nothing else for it but to place the Goa salt on the same footing as that from other foreign countries for the present. In the interim reference should be made without delay to the Board of Revenue and the Collectors, and their earliest sentiments requested. By the period they are received, Mr. Plowden, the Bengal Salt Commissioner, will probably be back at Madras from his deputation to Bombay, and we shall have the benefit of his investigations and advice.

8. In conclusion I may observe, that my apprehension as to an excise system (exclusive of the objections pointed out by the Collector) is, that its introduction will prove a great encouragement to smuggling, and that it will call for a vast increase to the present preventive establishment, thereby greatly augmenting the charges on the salt revenue, and, which is of greater moment, subjecting the manufacturers and dealers to extortion, the bad effects of which will, in the end, fall on the poor consumers. I agree also with the Collector of Canara that the change may operate disadvantageously on the supply being at all times proportionate to the demand, but this point can be carefully considered previous to any steps being taken to introduce an excise.

Appendix J.—No. 11.

Minute by the Hon. Mr. Thomas, dated the 1st of March, 1854.

I suppose the Government of India clearly perceive, that by their refusal to sanction the differential duty upon Goa salt, they virtually give the command of the Canara market to Goa. They place Arabian and Bombay salt under a disadvantage, and so long as the home manufacture cannot be brought into the market under 7 rupees, and Goa salt cost only 5 rupees the garce, they also even shut out the home produce.

2. It appears to me that the best remedy is at once to relieve the home manufacture from its shackles as a government manufacture, and to establish an excise.

Appendix J.—No. 12.

Extract from the Minutes of Consultation of the Madras Government, dated the 9th of March, 1854, No. 281, on the Letter from the Government of of India, dated the 13th of January preceding.

Ordered, that the Letter above recorded be communicated to the Board of Revenue in reference to their Acting Secretary's letter of the 17th of October last.

The Government of India having declined to authorize the levy of a differential duty of 14 annas per maund on Goa salt imported by sea into the Province of Canara, there would seem to be no course but to place that salt on the same footing as salt from all other foreign countries. The Board of Revenue will therefore submit for publication in the "Fort St. George Gazette" the draft of a notification, announcing that Goa salt will be allowed to be imported at the ports specified in the notification of the 6th of December last, on payment of 12 annas per Indian maund import duty.

2. The date from which this concession is to take effect will be determined by Government. Meanwhile, the Governor in Council requests that the Board of Revenue will place themselves in immediate communication with the Collectors of the several maritime districts, in view to ascertain their sentiments on the subject of the introduction of the excise system. By the time their replies, which should be furnished without delay, are received, Mr. Plowden, the Bengal Salt Commissioner, will probably have returned to Madras from Bombay, and this Government will have the benefit of his investigations and advice.

APPENDIX K.

Correspondence and Papers relating to the Rate of Duty.

No. 1.—Extract of a Despatch from the Court of Directors to the Government of India, dated July 3, 1844.
No. 2.—Ditto from ditto to the Madras Government, dated December 31, 1847.
No. 3.—From the Madras Board of Revenue to the Government of Madras, dated the 4th July, 1850.
No. 4.—Minute by Sir Henry Pottinger, dated the 20th July, 1850.
No. 5.—Minute by Mr. Elliot, dated the 25th July, 1850.
No. 6.—Minute by Mr. Thomas, dated the 17th August, 1850.
No. 7.—Minute by Mr. Elliot, dated the 2nd September, 1850.
No. 8.—Minute by Mr. Thomas, dated the 2nd September, 1850.
No. 9.—Extract from the Minutes of Consultation of the Madras Government, dated the 6th September, 1850.
No. 10.—Extract of a Letter from the Court of Directors to the Madras Government, dated the 31st August, 1852.

Parliamentary Papers. Select Committee of the House of Commons in 1832.

No. 11.—Evidence of David Hill, Esq.
No. 11 A.—Ditto of Robert Alexander, Esq.
No. 12.—Extract of a Letter from J. A. Dalzell, Esq., in reply to a Letter dated the 17th January, 1832. Circulated by the Commissioners for the Affairs of India.

Appendix K.—No. 1.

Extract of a Despatch from the Court of Directors to the Government of India, No. 9, dated 3rd July, 1844.

Paragraph 1. We now reply to your letters of the dates noted in the margin,* which report your proceedings connected with the enactment of Act VI, of 1844, for Abolishing the levy of Transit or Inland Customs Duties, for revising the duties of Imports and Exports by Sea, and for determining the Price at which Salt shall be Sold for Home Consumption within the Territories subject to the Government of Fort St. George.

2. By this enactment you have entirely freed the internal commerce of Madras from the restrictions and annoyances to which it has hitherto been subject, through the continuance of the Transit Duties, and you have assimilated the rates of duty on imports and exports by sea to those in force at the other Presidencies.

3. Of these measures, by which the internal and external commerce of Fort St. George is placed on the same footing as that of the rest of the Company's possessions, we entirely approve.

4. With the view of making up the loss of revenue which will be occasioned by the entire abolition of the Transit Duties and the reduction in the rates of Sea Customs, and in consideration of the relief to the people which will be thereby afforded, you have resolved to raise the price of salt sold for consumption within the Madras territories from 105 rupees the garce (the highest amount which it has ever borne, and at which it has been fixed for the last sixteen years) to 1 rupee 8 annas the maund, or 180 rupees the garce.

5. On the receipt of the letter intimating your intention to raise the price of salt to this extent, the Madras Government remonstrated against it, stating their conviction that "a sudden rise in the present monopoly price to the extent of 75 rupees per garce would have a most serious influence on the home and inland trade, and would be an inducement to the inhabitants to procure salt illicitly, or to use the unwholesome earth salt which is easily produced in every district."

6. The Madras Government admitted that the relief afforded to all classes of the community by the abolition of the Inland Transit Duty might justify some increase in the monopoly price of salt, but they were of opinion that the highest amount which it would be safe or reasonable to impose would be 127½ rupees per garce, or 1 rupee 1 anna per maund.

* Financial Letter, dated 15th September, No. 42, 1843.
Ditto Ditto 16th February, No. 10, A, 1844.
Legislative Ditto 16th March, No. 7, 1844.

7. That Government also submitted a statement, exhibiting the consumption of salt and the revenue derived therefrom, from the year 1806—7 to 1841—42. From that statement we give the results, which are shown in the margin,* from which it appears, that on each occasion when the price of salt has been raised the consumption has immediately fallen off. In the four years from 1806—7 to 1809—10, when the price was rupees 70 per garce, the average consumption of salt was 27,296 garces per annum. On the price being raised to rupees 105 per garce, at which it remained for the next ten years, the average consumption fell to 26,701 garces. As it was believed that the high monopoly price led to extensive smuggling, and to the illicit manufacture of salt, the price was in 1820—21 reduced to the former amount of rupees 70 per garce, and the consequence of this measure, and the reforms which were at the same time effected in the salt management, was, an immediate increase in the sale of Government salt to the large extent (on the average of the eight years at which that price was maintained) of 12,357 garces, or 14,82,840 maunds per annum, sufficient, according to the best information which could be obtained as to the individual consumption of salt in Bengal,† for the annual consumption of upwards of nine millions‡ of persons, while the revenue derived from salt suffered to the comparatively insignificant extent of rupees 69,587 per annum. In 1828—9 it was stated that the arrangements for the protection of the salt revenue were sufficiently perfect to warrant the re-imposition of the price of rupees 105 per garce, which was accordingly authorized by the Madras Government, and at that price it has remained until the recent alteration. The average supply for the fourteen years from 1828—9 to 1841—2 has been below that of the preceding eight years, to the extent of 4,393 garces, or 5,27,160 maunds per annum, which, according to the former estimate for Bengal, would represent the annual consumption of more than three millions§ of persons. It thus appears, that whenever the price has been raised, a considerable falling off has been apparent in the consumption, and this must have been occasioned either by the mass of the population restricting their consumption within the narrowest possible limits, or, what is much more probable, by the poorer classes having recourse for this necessary of life to illicit sources, or to the manufacture of an unwholesome and inferior salt, which may be easily prepared from the saline earths common in the country.

8. Your determination to increase the sale price of salt in the Madras Presidency appears to have been formed rather with reference to the much larger comparative amount which is realized in Bengal from that source of revenue, than from any considerations arising out of the particular circumstances of the Presidency of Madras. But we have to remark that your Government, in 1831, reduced the fixed price of the Cuttack Abra salt, provided for the supply of the southern division of Cuttack, and of the adjoining countries to the northward of that district, from 1 rupee 12 annas to 1 rupee 4 annas, per maund, with the view of lessening the consumption of the Ganjam Kurkutch salt, in the territory dependent on the Presidency of Bengal; and, as we are not aware that any alteration has been made in the system which was established in the southern division of Cuttack, in 1831, it must follow that the salt of Ganjam, which was then admitted to be inferior in quality to the Abra salt, will be much more heavily taxed than that of Cuttack.

9. Upon a consideration of all the circumstances above adverted to, we are so strongly convinced that an increase to the extent ordered by you of the monopoly price of salt in the Madras Presidency, while it may prove unsuccessful in a financial point of view, will operate with extreme severity towards the poorer classes of the population, and will be morally injurious, by holding out to many persons a temptation too strong to be resisted to commit breaches of the law, by engaging in the contraband trade in salt from the sea coast, and in the illicit manufacture of it in the interior, that we cannot give our sanction to the increased duty which you have established.

*

	Price per Garce.	Average consumption per Annum.	Average Revenue per Annum.
	Rupees.	Garces.	Rupees.
1806–7 to 1809–10 ..	70	27,296	21,19,195
1810–11 to 1819–20 ..	105	26,701	28,03,699
1820–21 to 1827–28 ..	70	39,058	27,34,112
1828–29 to 1841–42	105	34,665	36,39,900

† About 6½ seers per head per annum.

‡ 9,125,169.

§ 3,244,061.

10. We accordingly direct that, on the receipt of this despatch, you immediately avail yourselves of the power reserved to you in the 44th section of the Act; and that you issue orders for the reduction of the price of salt under the Madras Presidency to 1 rupee per maund, which, by Act VI, of 1844, has now become the standard measure by which salt will be sold throughout India. We are aware that the Government of Madras have objected to the substitution of the maund, on account of its being a weight, and therefore inapplicable for the measure of a quantity of an article which absorbs moisture at times. There would, however, be little difficulty in providing a measure containing a maund of dry salt, which, while it would secure uniformity in the salt accounts of the three Presidencies, would, under an efficient system of local check, tend to prevent abuses in the receipt of salt into store, and its delivery to purchasers, similar to those which were in 1841 discovered to have been practised in the district of Vizagapatam, by the native officers in the salt department.

11. We shall transmit an extract from this despatch to the Government of Madras, with instructions to anticipate the receipt of your orders, by making the necessary communication to the Collectors in the maritime district for the immediate reduction of the price of salt to the amount which we have specified.

Appendix K.—No. 2.

Extract of a Despatch from the Court of Directors, dated 31st December, 1847, No. 29.

27. These statements exhibit the sales of salt, under the several heads of sales for home and inland consumption, meaning by these terms salt sold for the supply of the districts within which the salt is manufactured, and that sold for the supply of our own provinces and of the Native States in the interior. The distinction is not, however, maintained in practice, and we shall, therefore, consider the results of these statements in their combined form as exhibiting the supply of salt to all the inhabitants of the Madras Presidency, and of the Native States in the interior, who are dependent for their salt on the produce of the coasts of the Coromandel and Malabar.

28. We find that in the period from 1230 to 1237 (1820—1 to 1827—8), when the price of salt was rupees 70 per garce, the average annual supply was 39,266 garces; while, in the subsequent period, from 1238 to 1252 (1828—9 to 1842—3), when the price was rupees 105 the garce, the average consumption had fallen to 34,772 garces per annum. This decrease of 4,494 garces, or at the rate of 11·4 per cent., on the annual consumption, without allowing for the natural increase of population, is very unsatisfactory, and leads to the conclusion that the increased price has either rendered it impossible for the people to obtain a sufficient supply of this necessary of life, or that they have been supplied through illicit channels, or have had recourse to the impure and unwholesome article obtainable from the saline earths which are common in many parts of your Presidency. The further increase in the price from rupees 105 to 120 per garce, which has since taken place has, we fear, still further aggravated the evil.

29. It was partly with the view of obtaining the means of ascertaining the effect of the variations of price on the consumption of salt under your Presidency that, in our despatch of the 25th of August last (No. 21), we desired you to furnish us with periodical statements, showing the amount of the annual sales under different heads—we now desire that the Board of Revenue may be called on to supply a general report on the subject, exhibiting the bearing of the salt tax on the inhabitants of the different districts under your Presidency, and particularizing, as far as circumstances will permit, the rate of consumption and the extent of population, whether in our own territory or in that of Native States who are dependent for their supply of salt on the produce of our coasts.

30. We may observe that the statements already referred to show that, while the price of salt has been increased from rupees 70 per garce to rupees 105 or 50 per cent., the increase in the gross collections has been only 30 per cent.*

* Average Gross Collections.

1230 to 1237 .. Rupees 27,97,302. 1238 to 1252 .. 36,40,597.

Appendix K.—No. 3.

W. H. Bayley, Esq., Secretary to the Board of Revenue, to Sir H. C. Montgomery, Bart., Chief Secretary to Government.

Revenue Board Office, Fort Saint George,
July 4, 1850.

Sir,

Paragraph 1. I am directed by the Board of Revenue to acknowledge the receipt of Extract Minutes of Consultation, dated the 4th of April, 1848, communicating an extract from a general letter from the Court of Directors, dated the 31st of December, 1847, No. 29, in which certain information is called for, relative to the operation of the salt monopoly in this Presidency. The Court are apprehensive that the increase of price from rupees 70 per garce to rupees 105, has either placed this article beyond the reach of the people, or that they have been supplied through illicit channels, or have had recourse to the impure and unwholesome article known as earth salt, obtainable in many districts, and that the increase in the price, from rupees 105 to rupees 120, has further aggravated the evil.

2. The several Collectors were addressed by Circular on this subject, and their replies, as noted in the margin,* are herewith submitted. It appears unnecessary to review these in detail. It will be seen that the sentiments of the Collectors generally are in favour of a reduction of the monopoly price; but the views ennunciated apply to the monopoly as such, rather than the monopoly rates of rupees 105 and rupees 120 per garce, at which salt has been sold for some years past. The Collector of Guntoor would deprecate a reduction if the loss of revenue occasioned thereby is to be made up in some other way. The Collector of Canara notices a remarkable increase latterly in the sales for inland consumption, which he attributes to the improvement in the communications and to the facilities afforded by the establishment of inland depôts for the sale of salt. In some districts, the Circars chiefly, the diminution in the home sales, after the augmentation in the monopoly price from rupees 70 to rupees 105, is very marked; doubtless the legitimate sales have been affected, as observed by the local officers, by illicit practices, but some allowance must be made for the want of care in distinguishing in the account home sales from salt sold for inland consumption, by which it would be shown that the diminution to some extent is apparent, and not real.

Canara Fusly.			Inland sales. Garces.
1233,	at Rs.	70,	1,929
1234	,,	,,	1,709
1235	,,	,,	1,752
1238	,,	105,	1,197
1241	,,	,,	823
1254	,,	120,	2,049
1255	,,	,,	2,226
1256	,,	,,	2,265
1257	,,	,,	2,698

3. The accompanying Statements A and B, have been drawn up in this Office; the former from the periodical returns received from the Collectors, the latter from the statements which accompany the letters under submission.

* From Ganjam	.. 29th September	in Cons.	16th October 1848.
,, Vizagapatam	.. 6th ,,	,,	16th ,, ,,
,, Rajahmundry	.. 16th December, 1848	,,	4th January, 1849.
,, Masulipatam	.. 30th ,,	,,	8th ,, ,,
,, Guntoor ..	.. 13th ,,	,,	18th September, 1848.
,, Nellore ..	.. 4th ,,	,,	9th November ,,
,, Bellary ..	.. 15th ,,	,,	26th March, 1849.
,, Chingleput	.. 9th ,,	,,	16th October, 1848.
,, North Arcot	.. 7th ,,	,,	11th September ,,
,, South Arcot	.. 19th ,,	,,	26th October ,,
,, Tanjore ..	.. 20th ,,	,,	26th ,, ,,
,, Madura ..	.. 10th ,,	,,	16th November ,,
,, Tinnevelly ..	.. 4th ,,	,,	11th January, 1849.
,, Coimbatore	.. 3rd ,,	,,	13th November, 1848.
,, Canara ..	.. 18th ,,	,,	28th September ,,
,, Malabar (received)	15th ,,	,,	16th November ,,
,, Madras ..	.. 20th ,,	,,	8th January, 1849.
,, Cuddapah ..	.. 24th ,,	,,	29th ,, ,,
,, Kurnool ..	.. 23rd ,,	,,	28th August, 1848.
,, Salem ..	.. 16th ,,	,,	23rd November, ,,
,, Trichinopoly	.. 19th ,,	,,	28th September, ,,

Combined Sales.

sly.			Garces.
28, at Rs.	105,		28,113
29	„	„	28,442
34	„	70,	40,357
35	„	„	42.810
36	„	„	37,646
38	„	105,	34,724
39	„	„	36,699
40	„	„	33,935
56	„	120,	38.231
57	„	„	38,294

Statement A exhibits the sales of salt from an early period, Fusly 1216 (A.D. 1806-7), to Fusly 1257 (A.D. 1847-48), or 42 years.* The sales of salt certainly rose with the price at rupees 70, and fell afterwards with the augmentation in the rate to rupees 105, but the sales latterly have increased, and are not now materially below the sales at the most prosperous period when the price was at rupees 70. The favourable aspect of the sales during late years, is probably owing to improved roads, to the relief afforded by the abolition of the Sayer duties, and to greater efficiency in the management.

4. Statement B exhibits the average retail prices† of salt in the several districts under the different monopoly rates, with the difference between the general average of retail prices in all districts, and the monopoly rates; the former shows the price paid the consumer, the latter the sum accruing to the trader to meet carriage, &c., charges and profits. It will be seen that the consumer is not called upon to pay in proportion to the increase in the monopoly price, but the profits of the dealer are pro tanto reduced. The Collector of Bellary observes, that no portion of the capital of the district under his charge is employed in the trade in sea salt, and that officer goes the length of suggesting an entire remission of the monopoly price by means of a drawback. It must however be borne in mind that earth salt of superior quality has always been the staple of consumption among the lower classes in that district, sea salt being consumed by a very few, who purchase from traders (Brinjarries) passing through the district.

5. The relation borne by the actual sales to the population is next to be considered. The consumption per head is variously stated by the different Collectors, but 6 measures‡ as the annual consumption of each, old and young, is perhaps a sufficient approximation to the actual consumption. At this rate with a population of 20 millions in the Madras Presidency, which includes the army and persons who do not reside permanently, 37,500 garces§ would be required, but this quantity is only 564 garces less than the combined sales for both British territory and Native States.

6. Again, taking individual consumption at 6 measures, the consumption of a family consisting of six persons would be 36 measures or $4\frac{1}{2}$ mercals, the price of which, at the present monopoly rate of rupees 120 per garce, is rupees 1-5-7; but the monthly earnings of most persons in the interior who subsist on wages, may be said to be represented by this sum; thus showing that, with charges of conveyance and profits of trade added, sea salt must be beyond the reach of many.

7. The Board would here advert to the discussion which took place when the monopoly price was raised from rupees 70 to rupees 105 per garce.‖ It was then argued that the improved condition of the salt sales which had taken place with a low price, was to be traced to greater efficiency, then recently introduced in the management, and not to the rate itself, that the increase in the demand for home consumption was general in all the districts, that the inland trade in other articles had not been affected when the monopoly price was at rupees 105 as was supposed, the imports from foreign territories having continued nearly at one standard throughout the whole period noticed, that the cost to a family was so little that it was a matter of little consequence whether the price be thirty or forty per cent. more or less, that the comfort of the inhabitants of our own territories was not affected by the higher rate, that the decrease in the inland sales was owing to causes irrespective of price, that the greater part of any reduction in the monopoly price would be intercepted by the merchant, and lastly that the Government price in Bengal was not less than 480 sicca rupees the garce of 120 Bengal maunds, to which 20 per cent. being added as traders' profit and other charges, the retail price in Calcutta and its vicinity would be 576 rupees, while in remote parts it would probably be rupees 700 and rupees 800, which, it was found, was not above the circumstances of the people in general, few only, and those in the most inferior station, and in particular parts

* For a complete statement of sales from 1806–7 to 1852–53, see Appendix C, No. 1, of Appendix B, No. 2, of the Report, Madras Part.

† For a statement of retail prices from 1816–17 to 1852–53, see Appendix 5 of Appendix B, No. 2 of the Report, Madras Part.

‡ Six measures of loose salt weigh about 18 lbs. In the United Kingdom the consumption of each individual is estimated at 22 lbs.—McCulloch's *Commercial Dictionary*, article *Salt*.

§ Average sales of the last three years, from Fusly 1255 to Fusly 1257:—

Home Consumption .. .. Garces	19,133
Inland „	18,931
	38,064
Estimated Home Consumption at six measures per head ..	37,500
Difference	564

‖ From Government, 20th March, 1820. Proceedings of the Board, 9th June, 1828.

of the country, being unable to purchase monopoly salt. With these views, rupees 105 per garce of 120 Bengal maunds was finally fixed as the monopoly price. The Board have no information of the results of any changes which may have been made in the administration of the salt revenue in Bengal, since this letter was recorded, but they conclude that the retail prices would still bear a similar proportion to the Government price as existed in 1828. It may be proper to add, in order that all the bearings of the question may be brought under notice in this place, that the Board in their orders to the Collectors, apprizing them that the monopoly price had been raised from rupees 70 to rupees 105, seemed to think that the enhancement in the price might lead to smuggling. Circular, 23rd June, 1828.

8. Revenue alone being had in view, it is obvious that a reduction of the present monopoly rate is not called for. The subjoined table exhibits the retail price of salt, and the average sales for the Home and Inland consumption during the last 3 years, compared with corresponding particulars for the periods when the Government price was rupees 70 and 105 respectively.

	Years.	Monthly Price.	Retail Price.	Per Centage.	Home Sales.	Inland Sales.	Total Sales.	Beriz.
From Fusly 1231 to F. 1236.	6	70	130 5 0	86	21,670	17,824	39,494	27,64,580
Do. 1238 to F. 1252.	15	105	157 8 10	50	19,331	15,394	34,725	36,46,125
Do. 1255 to F. 1257.	3	120	182 9 7	52	19,133	18,931	38,064	45,67,680

9. On the other hand, considering the evils, viz., illicit practices, and inconvenience to the people in greater or less degree, according to distance from the place of production, which must attend the monopoly, the Government price, it will be admitted, should be as low as circumstances will admit. The present rate of rupees 120 has been in operation since 1845—46 only, and sufficient data are not at hand to determine whether the increase from rupees 105 to rupees 120 has been attended with such effects as to call for a reduced standard; further experience appears necessary for the determination of this point, meanwhile it must not be passed over that the Home and Inland sales combined in Fuslies 1256 and 1257, are not materially below the highest sales when the monopoly price was at rupees 70; that the country has obtained much relief by the abolition of the Inland and Frontier Duties, and of the Customs levied on the port and port trade, and that there is reason to believe that the price paid by the consumer of sea salt in the Bengal Presidency is at least 500 per cent. above the retail prices in the Madras Districts.

Statement A

Fusly.	Combined Sales.
1234	40,357
1235	42,810
1256	38,231
1257	38,294

10. The attention of Government has been for some time past increasingly given to the communications throughout the country, and it may reasonably be expected, other circumstances favouring, that the sale of salt will increase in proportion. In regard to the practicability of placing salt at a reduced price within the reach of the population inland, the subject, it will be remembered, has already engaged attention, but hitherto without success. Inland depôts on a limited scale, as in Canara, where the improvement in the sales has been most marked, as already observed, may perhaps be established with advantage and without much loss to Government from wastage and fraud;* but on a large scale the expense would be considerable, and, as the inducements to fraud would be multiplied, it would be necessary to provide trustworthy supervision at a heavy charge, in addition to the ordinary establishments, a system of drawback has been already deemed inexpedient.

I have, &c..

W. H. Bayley, *Secretary.*

* On this subject, and on the effects of a reduction of the monopoly price, as stimulating trade in general and the employment of capital, the letter from the Collector of North Arcot under submission, contains some remarks worthy of notice.

Board's Proceedings on the settlement of extra sources of revenue in Madura for Fusly 1252 (A.D. 1842–43.)

15th January, 1844, paragraph 3.

Extract Minutes Consultations, 16th February, 1844, in Consultations, 29th February, 1844.

Appendix K.—No. 4.

Minute by Sir Henry Pottinger, dated the 20th July, 1850.

I do not think there is anything in the Board's proceedings, or in the different Collectors reports, so far as I have been able to spare time to look into them, that would authorize a recommendation for a reduction of the present monopoly price of rupees 120 per garce, nor does it appear to me to be by any means asserted or admitted that even a reduction to the old rate of 70 rupees per garce would increase the sale and consumption. In Bellary the manufacture of earth salt seems to entirely supersede the use of sea salt, except amongst a few of the most wealthy inhabitants, and the same circumstance doubtless holds to a greater or lesser degree in many other provinces. On the whole, I am disposed to concur with the Board of Revenue, that a larger trial of the existing regulations is necessary to judge of their effects, and I would propose that the present report be forwarded to the Court with that opinion.

Appendix K.—No. 5.

Minute by the Honourable Mr. Elliot, dated the 25th July, 1850.

It appears that since the monopoly price was increased from rupees 105 to 120 per garce, the quantity of salt sold has also considerably increased,* and that the quantity sold in Fusly 1257, the last year of which the sales are noted, the price being at 120 rupees, actually exceeded the quantity sold in Fusly 1236, the last year in which the price was at 70 rupees. It is to be observed that the average of the period when the price was at 70 rupees, referred to by the Court of Directors, and contrasted with the average of the subsequent period when the price was at 105 rupees, is raised to an extreme height by including two years, Fuslies 1234 and 1235, in which, from some extraordinary impulse, the former sales suddenly rose from 20,880 garce in 1233, to 23,665 garce in 1234, and 24,086 garce in 1235, but fell again in 1236, the price remaining the same, to 21,641 garce.

2. When the monopoly price was increased from 105 rupees to 120 rupees, the addition being 15 rupees, or 14 per cent., the retail price, taking the average of the districts, was raised from 157 rupees to 182 rupees, or something under 16 per cent., the excess over the monopoly price being in the ratio of 52 per cent., whereas the excess of the retail over the monopoly price, when the latter stood at 70 rupees, was in the ratio of 86 per cent.

3. When the monopoly price was so low, it is clear that the merchants intercepted a very large part of the benefit that was intended for the consumer.

4. There having been an increasing demand since the monopoly price was raised to 120 rupees, tends to prove that the augmentation has not put it beyond the means of the ordinary salt consumers to use salt to the same extent as they have been accustomed to do.

5. The consumption of salt per head, estimated by the Board at 6 measuers, very much exceeds that made by Sir T. Munro, when Collector of the Ceded Districts, referred to by the Board of 1828, in their proceedings dated the 9th of

* Average at 105 rupees, from Fusly 1238 to Fusly 1240 .. Garces 35,118
„ 120 „ „ 1256 and 1257 .. „ 38,262
Increase .. .. „ 3,144

June of that year, which they remarked corresponded nearly with that given by Mr. Colebrooke in his work on the husbandry and internal commerce of Bengal. Sir T. Munro's estimate comprehended every article in the consumption of a family of brahmins, of ryots, and of labourers, and was no doubt made with great exactness on the best information. His allowance for salt for a brahmin's family is much higher than for families of the other classes,* but it appears to be less than half of what the Board now put down as the average consumption of families in general. I do not know the data upon which the Board assume the population of the Madras Presidency to amount to 20 millions, this is an estimate far exceeding what I have been accustomed to rate it at; I have not at hand any account of the population later than 1824-25, when it was computed as being under 14 millions. In a minute of Sir T. Munro, on native education, I see that following the Board of Revenue in the report to which he was referring, he takes it at 12½ millions, I must confess that I am therefore sceptical of the correctness of the above estimate, and of the calculation founded upon it. Paragraph 6.

6. I have observed that the quantity of salt sold at 120 rupees in 1257, exceeded the quantity sold in 1236 at 70 rupees. The revenue derived from salt, including salt exported by sea,† (which I have not at hand the means of distinguishing) in Fusly 1236 was rupees 28,67,280, was increased in Fusly 1257 to rupees 47,00,004. The abstract given by the Board in paragraph 8, I apprehend, *excludes* the export by sea; according to this, the revenue when the price was at 70 rupees amounted in the average to rupees 27,64,580.

At 105	..	36,46,125.	Increase, 8,81,545, near 32 per cent.
At 120	..	45,67,680.	„ 9,21,555, „ 26 „

7. On the whole, I must say that it does not appear to me that there is any reason to conclude that the late augmentation of the monopoly price which has so largely enhanced the revenue, has been attended, to use the words of the Board, with such effects as to call for a reduced standard. It is always to be remembered that the additional tax upon salt was imposed as a means of recovering a part of the revenue lost by the abolition of the Sayer. The amount realized under the head in 1252, the last year in which the Transit and Town Duties were collected in full, was rupees 36,48,761, in 1257 the sum derived from the Frontier Duties, which alone continue in force, was rupees 1,88,650.

8. On the question of allowing a drawback on salt conveyed inland, adverted to by the Board at the end of this report, (which they observe has been deemed inexpedient) I have already expressed my sentiments in a minute recorded in Consultation, under date the 22nd of July, 1848.

Appendix K.—No. 6.

Minute by the Honourable Mr. Thomas, dated the 17th August, 1850.

These proceedings with the Correspondence and Statements‡ annexed, bring this most important question fully before the Government, and they go far in my judgment to prove, that the Court's apprehensions§ are well founded, viz., that the increase of the monopoly price of salt in this Presidency, has placed this first necessary of life, in a great degree, beyond the reach of

* 26 seers, which at 3 seers for 3 measures* = 17⅓ measures, whereas the Board's estimate is 36 measures.

* Pharoah's Almanac, p. 330.

† Greater in 1236 than in 1257, being garces 6,852 in the former, and only 4,073 in the latter.

‡ A and B.

§ Despatch 31st December, 1847, paragraphs 27-8-9.

large classes of the people, and has induced them to seek the supply of their wants through illicit channels, or driven them to the use of the impure and unwholesome earth salt of the country.

2. From the Table B it will be seen, that the market or selling price to the consumer, has very generally risen nearly to the full extent of the several additions to the monopoly price. I do not consider the "average" as given by the Board, drawn from the retail prices in the *districts*, and not calculated upon the quantity sold, to justify any general conclusion, and when the Table B is examined as a whole, it appears to me to evidence, that every addition to the prime cost is thrown very largely upon the consumers, and of course proportionately lessens their power to command monopoly salt, and tends to diminish the quantity consumed.

3. But Table A affords the most conclusive proof upon this point.

This Table contains a statement of the annual sales of salt for 40 years, from 1806 to 1846, and it exhibits the following results. In 1807 and 1808, salt being then at 70 rupees the garce, the sales for home and inland consumption, as distinguished from those for export by sea, were

In 1807	.. ..	30,424 garces.
In 1808	.. ..	31,013 „

In 1809, the monopoly price was raised to 105 rupees, and the sales instantly fell to 23,824 garces, and they never rose again to the quantity sold in 1807 and 1808, during the whole of the ten years (1809—1819) during which the increased price was demanded.*

4. But no sooner was the price again lowered to 70 rupees in 1820, than instantly the consumption increased, and the sales were 30 per cent. in excess, rising from 28,000 garces in 1819 to 39,000 in 1821, the second year after the reduction of price.

The following extracts will show this still more clearly.

In 1818, price 105 Rupees, sales 28,113 Garces.				
1819,	„	105	„	„ 28,442 „
1820,	„	70	„	„ 36,405 „
1821,	„	70	„	„ 39,797 „

and the sales continued large during the six years (1820—1826) of this reduced price, although 1823 and 1824 were years of scarcity, and even of famine, in several of our provinces.

5. The price was again raised in 1828 to 105 rupees, and immediately the sales went down to 34,724 garces, and during the whole period of 18 years from 1828 to 1846, they have never exceeded 38,494 garces, that is 4,600 garces below the sales of 1825, 20 years before. In several of the intermediate years also, the sales have rallied but little, and have even been below those of 1828, whilst under the head of "home consumption" they have retrograded rather than advanced. Again, if we compare the entire inland sales for the six years 1820—26, when the price was 70 rupees, with the six following years 1828—1834, when it was 105 rupees, we shall find that consumption in the first period exceeded that in the latter by 30,000 garces, or to give its equivalent, by above 1,20,000 tons.†

6. But one inference can, in my judgment, be deduced, from the consideration of this Statement (A), that the people have been largely debarred for a series of years the use of marine salt *in consequence of the high monopoly price.*

With the Board's proceedings.

This is also the view (as shown by the correspondence) of all the local officers of the inland districts without exception, as well as of the majority of the Collectors of the maritime provinces.

7. I can see also no other cause for the uniform large average sales 1820—1826,‡ than the reduction of the price to 70 rupees, nor why the people should take 42,000 garces in 1825, and that their demand in no one year subsequently,

* The highest amount sold for home and inland consumption was in Fusly 1229, and was 2,000, 3,000 garces below 1807 and 1808.

† One garce = 4½ tons.
Do. of salt 120 maunds = 4 tons 4 cwt.
1850 Almanac, Pharoah, p. 330.

‡ Average of six years, 1820-6, sales 39,400 garces.
Do. six years, 1840-47, including the two years at 180 rupees, sales 36,700 garces.

has exceeded 38,000 garces, nor why also, if this be not the true explanation,* should the Table A exhibit an immediate diminution of sale, upon each augmentation of price, and also, show a very slow ratio of increase throughout later years, and an absolute failure of the sales to recover themselves during nearly 20 years, notwithstanding that there must have been a very large addition to the population, as peace and security have reigned throughout the whole period, whilst there have been, at the same time, greatly increased facilities of intercommunication.

8. Further, if we even contrast the sales of 1807—8,† with those since 1840, it will be seen that the sales in several recent years are but little in excess, and much it is probable of the excess shown is the result of better management. See Board of Revenue proceedings, 1828, circulated.

9. Another proof of the effect of the high monopoly rate, deserving of special attention, will be found in the following statement, drawn from the report of the Collector of Canara. It affords a striking illustration of the manner, in which the high monopoly price has worked in our provinces (for there is nothing peculiar in the state of Canara,) in decreasing consumption, notwithstanding a largely augmented population. With Board's proceedings.

Fuslies.	Entire District.		Average Consumption per Head.	Value.		Lower Canara.		
	Population.	Home Consumption.		Rate per Garce.	Amount.	Population.	Average Consumption per Head.	Value.
		GS. M. P.[1]	M. P.	RS.	RS. A. P.		M. P.	RS. A. P.
1237–36	6,65,652	1,531 390 $3\frac{3}{5}$	0 $7\frac{3}{5}$	$87\frac{1}{2}$	0 3 $2\frac{1}{4}$	579,567	1 $2\frac{1}{5}$	0 3 8
1252–51	8,67,061	1,505 363 2	0 $5\frac{1}{5}$	105	0 2 11	754,281	0 $6\frac{3}{5}$	0 3 $4\frac{1}{4}$
1257	9,94,656	1,470 333 3	0 $4\frac{3}{5}$	120	0 2 10	853,185	0 $5\frac{1}{5}$	0 3 $3\frac{3}{4}$

[1] Paddi or Puddee, $\frac{1}{5}$ of a Mercal.

"From this statement it will be observed, that while the increase of the population in the whole Province since Fusly 1237, has been 329,000, the actual quantity of salt sold for their consumption has decreased from 1,531 garces to 1,470. The increase in the population of Lower Canara, by whom this was consumed has been 273,000. In 1237, the rate of consumption per head appears to have been 12 seers, 38 tolas per head, and 1257 only 8 seers 21 tolas per head, but owing to the increase of the price, the amount expended by each person appears nearly the same for the two periods, being 3a. 8p. in the former period, and 3a. $3\frac{3}{4}$p. in the latter."

Collector of Canara, 18th September, 1848, paragraph 4. Enclosure with Board's proceedings.

10. I think also that the great pressure of the monopoly rate, is even further shown by the almost stationary condition of the tax, during the three

			Rs.		Garces.
*	1218	Fusly ..	Price	70 ..	Sales 31,013
	1219	,, ..	,,	105 ..	,, 23,824
	1236	,, ..	,,	70 ..	,, 37,646
	1237	,, ..	,,	70 & 105 ..	,, 39,105
	1238	,, ..	,,	105 ..	,, 34,724
†	1807 ..	.. ..	..	..	Sales 30,424 Garces.
	1808 ..	.. ..	..	..	,, 31,013 ,,
	1840 ..	.. ..	..	..	,, 35,061 ,,
	1841 ..	.. ..	..	..	,, 35,645 ,,
	1842 ..	.. ..	..	..	,, 35,550 ,,
	1843 ..	.. ..	..	..	,, 33,454 ,,
	1844 ..	.. ..	..	..	,, 35,734 ,,

last years of the series, viz., 1844—45, 1845—46, 1846—47. For in 1844 not less than 20 lacks of taxation which was drawn in great part from the lower classes, being chiefly on the necessaries of life, was removed, and yet, notwithstanding this very large relief, the consumption of salt, the price being raised to 120 rupees has not increased in any proportionate degree.

11. That the sales did not fall off upon the augmentation of price, as was the case in every instance of former addition, was wholly owing, it can be scarcely doubted, to this relief from the 27 lacks of Sayer and Town Duties, and to the fact, that roads have been formed, and there has been at the same time no famine, nor other cause to affect the sales.

12. I am, therefore, wholly unable to agree with the Board of Revenue, that a further trial should be given to the present rate. The injury inflicted upon the bulk of the people by depriving them of this article of the very first necessity to health* and life is so great, that I think no time should be lost in modifying the tax, and in bringing marine salt within the reach of the mass of the inhabitants, especially in the inland districts.

13. That this is far from the case at present, is testified, as already observed by all the local officers with few exceptions,† and further proof will be seen also in the reports from Salem and other districts, on the extensive use of the impure earth salt, and upon a reference to the Table B, showing the high market price of salt.‡ The Revenue Board themselves even fully admit, that under the existing system, the people cannot purchase monopoly salt. They observe, paragraph 6, "Again, taking individual consumption at 6 measures, the consumption of a family consisting of 6 persons, would be annually 36 measures or $4\frac{1}{2}$ mercals, the price of which at the present monopoly rate of 120 rupees per garce is rupees 1-5-7. But the monthly earnings of most persons in the interior, who subsist on wages, may be said to be represented by this sum, thus showing that, with charges of conveyance and profits of trade added, sea salt must be beyond the reach of many."

14. The same fact was strongly brought to notice by the Acting Collector of South Arcot, Mr. Hallett, in 1841, (See his letter of June 6, and the Board's Proceedings of April 13, 1843, "On the extra sources of Revenue.") Mr. Hallett there stated,§ that whilst the consumption of sea salt in the French settlement of Pondicherry was $10\frac{3}{8}$ measures per head, it was only $1\frac{5}{16}$ per head in our own province adjoining, and, although the proceedings of the Board give grounds to conclude that the difference was not to the full extent calculated by Mr. Hallett, it was clear that there was a very great disproportion, and that our own subjects did suffer severe privations compared with the French population.‖

15. The extreme pressure of the high monopoly rate upon the country at large cannot then, I think, be questioned, and it is not to be overlooked that this pressure falls most unequally, and on the poorer inhabitants most heavily, compelling large classes residing even at a short distance from the pans to resort to saline earths and inferior saline substances, and limiting the lower classes generally to a consumption far below their wants,¶ and leading to much smuggling and illicit practices, I cannot therefore, with these facts before me, regard the tax as now imposed in any other light than as a grievous hardship to the mass of the people, and peculiarly open to objection as pressing chiefly on the lower classes, the rich, from the small quantity consumed per head, scarcely feeling it.

16. The price should therefore, I think, be at once reduced to 70 rupees, the original monopoly rate, to bring it within the means of the population generally. The table A shows that it is only when at this price, as seen by the sales from 1820 to 1826,** that the consumption largely and steadily increases,

* I am credibly informed that the want of salt is the cause of worms, and of consequent low fevers, extensively prevalent in Bengal, affecting the general health of the people; and the same, I can scarcely doubt, must follow in this Presidency.

† See the Reports of the Collectors submitted by the Board, with their proceedings, especially those of the Collectors of Salem, South Arcot, Bellary, Cuddapah, Kurnool, Trichinopoly, and Canara.

‡ Paragraph 13.

§ See also his letter to the Board, 6th December, 1842, paragraph 5.

‖ In the Report from the same district, now submitted by the Board, the consumption, it is stated, is not one-fourth of the natural demand. Collector of South Arcot's letter, 19th October, 1848, to Board of Revenue.

¶ The Collector of Rajahmundry also states, paragraph 3, iii., "The people used to give a quantity of salt to their cattle, but since the rise of the (monopoly) price this practice has been discontinued. Letter 16th December, 1848, with Board's Proceedings.

** See paragraph 5, above.

and upon reference to this table, we shall find the "home consumption," in 1824 and 1825, to have been 23,000 and 24,000 garces, whilst in no one year afterwards, from 1834 to 1846, has it reached 20,000 garces.

17. Should the price be reduced to this extent (70 rupees), there is, I think, little ground for the apprehension that the revenue will not recover itself gradually. Some years may elapse before this point is reached, as it may now take time to warn the people from the use of the cheaper earth-salts to which they have been driven, but the great general principle will assuredly manifest its force in this country as in every other, that when the cost of a prime necessary of life is diminished, an increased consumption immediately, and certainly, ensues, and by it the revenue will eventually be made good. I should, with confidence, leave this source of revenue to the action of this general principle as certain to secure the State against heavy loss.

18. I may however add that I can see no cause for any sacrifice of revenue, as a compensation may be immediately found in the re-imposition of a tax on betel and gunjah, &c., articles of the veriest luxury, only abolished in 1844. This would be in effect but a transfer of a tax on a necessary of life to one upon a superfluity.

19. I can also see no difficulty in the extension of a light veesabuddy of 2 or 3 per cent. (such as is now imposed in the Ceded Districts) throughout the Presidency. The Sayer having been abolished, this tax on the profits of trade could be collected in other districts as easily as in Bellary or Cuddapah, and would not interfere from its lightness with future production.

20. I would, however, chiefly counsel the formation of salt depôts at all the large towns in the interior, under the eye of the European officers, as the main source of improved revenue. If this be done, and the monopoly price reduced, no substitute, or compensation, to any large extent for the revenue relinquished will be required. The advantages of inland depôts are stated by Mr. Blane, in his recent report of the 18th of June, 1850, paragraph 3,† and their necessity is I think shown by the high market-prices of salt in the interior, as shown in the table B, E, G. In Salem, 122 per cent.; North Arcot, 98 per cent.; Trichinopoly, 82 per cent. &c. The first of these districts, North Arcot, with pans within its own limits, and the other not 70 miles from the coast, easily accessible.

21. I cannot deem it of sufficient consequence to preclude a trial of these depôts that they offer facilities for peculation and fraud not now open. It must be borne in mind that the undue gains of the servants of Government and others will not be obtained by exactions from the people, adding to the oppressiveness of the tax, and that no increase of revenue can be secured in any branch without, in all probability, increasing the sources of private gain, and that there is nothing peculiar, therefore, in this respect in the salt revenue.

22. It merits also consideration that the salt now sold at the pans on the coast, at a monopoly price of 120 rupees the garce, costs the Government on an average but 15 rupees,‡ and can therefore well bear reduction and the cost of transport to the interior.

23. It appears unnecessary to enter at length into the question of the amount of the population as given by the Board, or of their estimate of the consumption per head. Personal inquiry at different times would lead me to think that the estimate of 6 measures per head annually is not too high; but I much doubt if the data for the population are such as can be safely relied upon. Yet as the population of the Presidency was given 25 years back§ at 13,508,535, and there must have been a considerable addition, the number may be at present 15,000,000 to 16,000,000; but, whether this, or the larger number given by the Board is correct, the views expressed above will not be materially affected.

24. Considering, then, the whole of the facts brought under review by the Board, and adverting to the character of this tax, which, though an eligible one so long as it is moderate and adapted to the circumstances of the people and their ability to meet it, but, so soon as it passes this limit, and prohibits their obtaining the necessary quantity of salt for their subsistence, becomes immediately one of the most injurious and burdensome of imposts; and looking also to the great general principles which should guide the Government in

† Board of Revenue letter, 15th July, 1850:—"Referring in the first place to the financial result of the establishment of the four new Inland salt cotays, I have the honour to state that there appears an increase in the talooks in which they were placed, in the sales of salt since they were brought into operation, of 424 Garces above the average of the three previous years, which has yielded a net revenue, after deducting all charges, of 34,973 rupees."

‡ Letter from the Board of Revenue, 30th October, 1845, paragraph 4.

§ Revenue Letter, Fort St. George, 31st January, 1824.

dealing with this monopoly, I am strongly of opinion that sound fiscal policy, and a just and humane consideration for the people, call for an immediate reduction of the present monopoly rate, so as to bring sea salt within the reach of the great mass of the inhabitants.

25. If a doubt should be entertained whether any large proportion of of the population will be benefited by this reduction, under the impression that the demand from each individual is now so small as to be of little moment, it will suffice to record the fact that of the 1,209,413 ryots* who hold pottahs at the ordinary rate of assessment, estimated from 30 to 45 per cent. of the produce, and who contribute to the inland revenue 243 lacks of rupees, not less than 593,000 ryots, or one-half, pay under 10 rupees annually, and their average payment is about 4 rupees each per annum, or about 5 to 6 annas per mensem. That a high price of salt must be severely felt by them, and by the numerous class below them, is certain, and it is as certain that a reduction of price will be a most important relief, felt almost universally by the ryots and by the labouring classes, and which should not, I would venture to urge, be delayed, even should it entail the temporary loss of a portion of the Salt Revenue.

Appendix K.—No. 7.

Minute by the Honourable Mr. Elliot, dated the 2nd of September, 1850.

I have read Mr. Thomas' Minute with serious attention, and I cannot but admit that the facts he brings under review deserve grave consideration. I question not that much more salt would be consumed if the price were reduced to 70 rupees, but I hardly think that, even at that price, it would be available to all to the extent that would be desirable. Some would use salt more freely, and some who do not use it at all now might, then, be induced to use it partially, though there is reason to believe that not all who abstain from the use of marine salt do so from want of means to purchase it, but from a positive preference for the earth salt, which it is a mistake to consider injurious to health. The inference that I draw from the statements before us is simply that the increase of the monopoly-price from 105 to 120 rupees has not *diminished* consumption; that those who were in the habit of consuming salt before have not been obliged to contract their consumption to content themselves with less than they were before accustomed to use. Comparing the first year of the series in Statement A with the last, I find that the consumption has increased from 23,925 garces in Fusly 1216 (A.D. 1805-6), to 38,294 garces in Fusly 1257 (A.D. 1846-7), which is greatly more than can be accounted for by increase of population. Therefore, allowing largely for gain by better means of preventing smuggling, there seems to be still room to conclude that the classes who have always used marine salt now use more than they did, or that it is more used by persons who did not use it before, or that there has been an increase of consumption in other ways.

2. Mr. Thomas, in contrasting the large quantity of salt sold in 1825 (Fusly 1235) garces 42,000, with the maximum of late years which he sets down at 38,000, and attributing the difference in quantity to the difference in price, appears to me to have overlooked the fact that in the very next year 1826 (Fusly 1236) at the same price the quantity sold fell to 37,646 garces, which has been exceeded in every year since the price has been raised from 105 to 120 rupees.

3. While I have no doubt that there would be an increased consumption of salt if the monopoly price were reduced to 70 rupees, my apprehension from

* See Statement appended, received from the Board Revenue under date 15th instant.*

* It has not been thought necessary to append this statement.

experience is that much of the benefit would go to the merchant instead of the consumer, and that while Government would in the first instance sacrifice $\frac{5}{12}$ of the revenue now so easily derived from this source, or about 19 lacks, perhaps a third would be intercepted by the dealers by keeping up the retail prices unduly in something like that proportion. Although I believe that part of the revenue thus relinquished would be gradually recovered by increased sales, yet I very much doubt that it would be the major part.

4. I long ago advocated the establishment of a salt depôt at Wallajanuggur in connection with the formation of the railway.* And if a railway were carried out to that point according to the plan that has been so strongly recommended, there could be no question of the expediency of establishing one there, to be supplied from the coast by the railway. I see weighty objections to a *system* of depôts in the interior; yet I am inclined to think it would be the best means to make the consumers of salt in the inland provinces in some degree independent of the dealers; and at all events I would try it before resorting to a general reduction of the monopoly price.

5. As to the re-imposition of the Duties on betel, tobacco, &c., that is, the Town Duties, abolished in 1844 as a means of replacing the revenue that would be lost by reducing the price of salt, I would observe that the abolition of the tobacco *monopoly* in Malabar and Canara is in contemplation, and that a substitute must be provided for the revenue derived from that source; also, for any abatement that may be made in the revision of the Moturpha revenue.

Appendix K.—No. 8.

Minute by the Honourable Mr. THOMAS, dated the 2nd of September, 1850.

I merely observe to guard myself from the misapprehension that the tobacco tax to which I refer is that abolished as stated in my minute in 1844. The tax then in force as a Town Duty, and on this coast a wholly unobjectionable import, as the article is here a luxury; whilst the tobacco tax in Malabar and Canara is upon what is there a necessary of life, and presses peculiarly, I fear, upon the lower classes, as the salt tax; it is one, therefore, I would not advocate, and need scarcely add, that I dissent from the views recorded in these Minutes of Consultation, and I would gladly see trial of depôts as proposed by the Honourable Mr. Elliot, though I think it but a half measure, so long as the high rate of 120 or even 105 rupees is maintained.

* Minute by Mr. D. Elliot, Third Member Board of Revenue, dated 9th November, 1836, submitted with Ex. Pro. Board of Revenue, dated 5th December, 1836.

Appendix K.—No. 9.

Extract from the Minutes of Consultation of the Madras Government, dated the 6th September, 1850, on the Letter from the Board of Revenue, dated the 4th July, 1850.

Paragraph 1. In the letter above recorded the Board of Revenue submit the general report called for by the Court of Directors in their Revenue Despatch of the 31st of December, 1849, No. 29, upon the operation of the salt monopoly in the Madras Presidency. In that despatch the Court desired to be made acquainted with the bearing of the salt tax on the inhabitants of the different districts under this Presidency, and required particular information, as far as it could be obtained, regarding the rate of consumption, and the extent of population, whether in our own territory, or in that of Native States who were dependent for their supply of salt on the produce of our coasts.

2. With their report the Board have forwarded communications from the several Collectors in the provinces, as well of the inland, as of the maritime, districts, expressive of their views upon the subject of the monopoly. They have likewise submitted two statements, A and B, prepared in their office, the former exhibiting the quantity of salt sold respectively for home consumption, for inland consumption, and for export by sea for each year from Fusly 1216 (A.D. 1806-7) to Fusly 1257 (A.D. 1847-8), both inclusive, or for the period of 42 years; and the latter showing for each district the market price of salt, in the last Fusly of each of the series of years during which the different monopoly rates have prevailed.

Paragraph 3. 3. In commenting upon these tables, the Board remark that the sales of salt certainly rose in Fusly 1234-5-6 with the price at 70 rupees per garce, and fell afterwards with the augmentation in the rate of rupees 105, which took place in Fusly 1238; but they observe that the sales have latterly increased, and are not now, *i.e.*, according to the returns of Fusly 1257, below the sales at the most prosperous period when the price was at rs. 70. This result they attributed to improved roads, to the relief afforded by the abolition of the Sayer Duties, and to greater efficiency in the management. They likewise show from Statement 1 B, that on a rise in the monopoly price the consumer has not been called upon to pay in a corresponding proportion, but that the profits of the dealer have been *pro tanto* reduced.

Paragraph 4.

Paragraphs 5 and 6. 4. The Board next review the relation borne by the actual sales of salt to the population, comparing the quantity, at the assumed rate of 6 measures, or 18lbs. of salt per head, required for the consumption of the inhabitants of the Madras Presidency, who, inclusive of the army, are estimated by them at 20 millions, with the average sales which have taken place during the three Fuslies 1255-6-7, for the supply both of the British territory and Native States; and contrasting the value of the salt required for the use of a native family, reckoned by them at 36 measures, or 4½ mercals, yearly, with the average range of wages among the lower orders. These calculations lead them to the inference that the sales of marine salt are not in proportion to the due consumption, and that it "must be beyond the reach of many."

Paragraph 7. 5. The Board now advert to the discussions which occurred in 1820, when the monopoly price was enhanced from rupees 70 to rupees 105, and recapitulate the arguments employed in favour of the measure, and they notice the much higher price of salt which obtains in the Bengal Presidency.

6. If the question were to be decided by fiscal considerations only, a reduction of the present rate is, the Board observe, obviously uncalled for, as the average revenue rupees 45,67,680 for the last three years that the price has been at rupees 120, is largely in advance of the average of those series of years in which it has been at Rupees 70 or 105. It is, they remark, evident that the

Government price should be as low as circumstances will admit; yet, considering that the existing rate of rupees 120 has only been in operation since 1845—6, that the joint home and inland sales in Fusly 1256 and 1257 are not materially below the highest sales when the monopoly price was at 70 rupees, and that the country has obtained much relief by the abolition of the Inland and Frontier Duties, and those upon the Coasting Trade. The Board give it as the result of their reflection and inquiry, that sufficient data are not available to determine whether the increase in price from rupees 105 to rupees 120 has been attended with such effects as to call for a reduced standard, and that further experience is necessary for the decision of the point.

7. In the conclusion at which the Board have thus arrived, the Governor in Council concurs. The space of time which has elapsed since the price of salt, after having been suddenly raised from rupees 105 to rupees 180 per garce, was again partially lowered, and fixed at the present standard of rupees 120, seems to him too brief to admit of any conclusive inference being drawn in respect to the effect of the measure or the expediency of making any further change. The Government will, however, continue to watch the operation of the present monopoly rate with the attention befitting the great importance of the subject; and for this purpose the reports upon the salt revenue which the Board have been directed to furnish annually, will afford valuable data; meanwhile, they resolve to forward to the Court of Directors, in reference to their despatch of the 31st of December, 1847, the present report of the Board of Revenue, with its accompaniments; and at the same time to submit this Extract Minutes of Consultation, and the minutes recorded by the several members of Government, upon the question.

Appendix K.—No. 10.

Extract, Paras. 2 to 12, of a Letter from the Court of Directors to the Madras Government, No. 13, dated the 31st of August, 1852.

2. The information furnished to us in reply to the call made on you in paras. 27 to 30 of our despatch of the 31st of December (No. 29), 1847, is satisfactory, inasmuch as it affords evidence that the increase of the monopoly price from rupees 105 to rupees 120 per garce, of 120 Indian maunds, has not been followed by any decrease of consumption; but, on the contrary, that the quantities of salt disposed of in the maritime districts have been steadily increasing since the change.

3. The average quantity of salt annually delivered* in the period from Fusly 1231 to 1236 (1821—22 to 1826—7) was 39,494 garces, equal to 47,30,280 Indian maunds. In Fusly 1837 the price was raised to rupees 105 the garce, and so continued till 1253. During that period the largest quantity sold in any one year was 37,562 garces (in Fusly 1249), the annual average being of course considerably less. In Fusly 1253 (1843—44) the price was suddenly raised by Act VI, of 1844 to rupees 180 the garce, but in the following year was reduced, under our orders, to rupees 120, or 1 rupee the Indian maund, at which price it still remains. Since that date, the deliveries of salt for home and inland consumption have been as given in the table in the margin,† from which it will be seen that that they exhibit a steadily progressive increase, exceeding the largest quantity ever delivered when the price was rupees 105 the garce; and, in the last year (1849—50), exceeding the average annual quantity delivered during the period when the price was rupees 70 the garce.

* At the price of 70 Rs. per Garce :—

Fusly.	Garces.
1231	39,797
1232	38,209
1233	38,146
1234	40,357
1235	42,810
1236	37,646

†

Fusly.		Garces.	or	Indian Maunds.
1255 (1845–46)	..	37,664	..	45,19,680
1256 (1846–47)	..	38,231	..	45,87,720
1257 (1847–48)	..	38,294	..	45,95,280
1258 (1848–49)	..	38,930	..	46,71,600
1259 (1849–50)	..	39,876	..	47,85,120

4. Under these circumstances, and regarding the apparent tendency to an increase of consumption at existing prices, we concur with your Government in opinion that there is no necessity for any alteration.

5. It appears to us, however, that the system of local management in respect to the manufacture, storage, and supply of salt to purchasers at the cotaurs, is susceptible of improvement.

6. The proceedings of the Board of Revenue, dated the 14th of October, 1850, show that the rules of 1849, by which the minimum quantity of salt to be delivered to purchasers was fixed at 40 mercals,‡ had been very generally disregarded in the maritime districts, and that it had become the practice to issue salt in smaller quantities without the sanction, or even knowledge, of the controlling authority. The reduction of this quantity to 5 mercals, and in some districts to less, will, we doubt not, prove a boon to the poorer classes, and has our approval.

7. We have long been of opinion that the Indian maund, which, both in Bengal and Bombay, regulates the Excise and Customs' Duty on salt, should be the only measure for regulating the sale and delivery of salt, whenever a revenue is derived from that article in British India, and that it should be adopted in the accounts of the Salt Department in the districts under your Presidency, the more especially as it has been declared by law that there, as elsewhere, that mode of measurement shall be applied to the sales of salt.

Act VI, of 1844, section 43.

8. Considering that the manufacture and sale of salt is practically a strict monopoly under your Presidency, we are of opinion that all practicable means should be taken for securing to the consumers in the interior a supply of that article in the purest possible condition.

9. We consider that there is much weight in the observations contained in Mr. Thomas's Minute of the 17th of August, 1850 (paragraph 20, and subsequently), on the establishment of salt depôts at important stations, so as to render the consumers in the inland provinces in some degree independent of the dealers. These latter are stated by the Collector of Trichinopoly to dispose of portions of the salt covered by the rowannahs while in transit, and to make up the quantity specified in those documents by mixing the pure salt with the untaxed earth salt produced in the districts through which they pass.

10. We notice with satisfaction the increased sales which have resulted from the establishment of depôts in the interior of the district of Canara, and we look with confidence to still larger sales from the improvement of the Devamany Ghaut, sanctioned by us in 1849, which will admit of the conveyance of salt in the return carts which carry cotton to the coast by the Sircee road.

11. The removal of the chowkeys in the interior, consequent on the abolition of Transit Duties by Act VI of 1844, must, we apprehend, have exposed the salt revenue to the risk of considerable loss by withdrawing the checks which formerly existed on its illicit transit. Considering the nature and weight of the duties which the Collectors and Magistrates are primarily required to discharge, we fear that it would be vain to expect from them that scrutinizing control over the native officers employed in the salt and abkaree departments which is essential to the efficient administration of those branches of revenue.

12. You are aware that the management of the salt department in Bengal has long been conducted by a distinct class of covenanted officers, and that by Act XXV of 1839 the Collectors of land revenue have been relieved from the management of the abkaree revenue, which is confided to Commissioners expressly appointed for that duty. It has occurred to us that it would be worthy of consideration whether the control of these branches of revenue under your Presidency might not with advantage also be withdrawn from the management of the Collectors, and entrusted to that of separate officers, to be designated Superintendents of Salt and Abkaree Revenues; but as such a measure would necessarily be attended with some increase of expense, we should not be disposed to sanction it without being fully satisfied that that expense would be counterbalanced by the greater efficiency of the administration. We desire that you will take the question into your consideration, and, if you should be of opinion that some such arrangement would be advisable, you will place yourselves in communication on the subject with the Government of Bengal, from whom valuable information might also be obtained in regard to the working of the system of retail sales of salt in the coast districts of that Presidency.

‡ 1 Maund = $3\frac{1}{3}$ Mercals.

Appendix K.—No. 11.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company, in the year 1832. Vol. VI, Report and Evidence, Part III, Revenue.

Evidence of DAVID HILL, Esq.

1371. Do you imagine that the consumption of the article could be carried much further in those territories, provided the price were lowered?

I suppose if there were no duty it would be considerably increased, and, in the degree the duty was reduced, the consumption would be increased; but it is understood that there is no hardship to the people from the want of a supply of salt. It is strongly urged on the Government by the revenue officers that there is no material hardship; that it is an easy tax, considering how productive it is.

1372. Has it been a steady tax on the whole?

Yes, it has. It was first 70 rupees, then raised to 105, then reduced to 70, and then raised again to 105, where it now stands.

1373. Are you aware whether the natives are in the habit of using salt much for purposes besides their personal consumption; for administering it to their cattle, for instance?

I am not aware; it is not used for purposes of agriculture, or for salting provisions.

Appendix K.—No. 11 A.

Evidence of ROBERT ALEXANDER, Esq.

1633. Was the salt manufacture carried on on the coast of the Northern Circars? Were you at all acquainted with that district?

Yes; I was acquainted with the manufacture very well; I forgot the amount though. I was there when the salt monopoly was established, and it was surprising the little effect that the collection of that very large revenue had, the very small pressure that it seemed to have on the inhabitants, and the few complaints made by them when it was established.

1636. But notwithstanding the levy of a new revenue it did not appear at all a measure that excited complaint, or was felt as oppressive by the inhabitants?

No.

1637. Was the price much raised by the establishment of the monopoly?

Greatly.

1638. What should you say was the effect on the consumption; the raising of the price?

It affected the consumption very little.

1639. Do you conceive, from what you know of the natives, that their consumption of salt was nearly as large as they would require under any circumstances?

I believe so, perfectly.

1640. And you think there is no reason to suppose, even if the price of salt was lowered in those districts, that the consumption would be much extended?

No, I do not.

1641. Is there much smuggling on that coast?

Not a great deal.

Appendix K.—No. 12.

Extract from Letters in reply to a Letter in the Revenue Department, dated the the 17th January, 1832, circulated by the Commissioners for the Affairs of India. See Inquiry of the Select Committee of the House of Commons in 1832. Vol. VI, Report and Evidence, Part III,—Revenue, pages 455 and 456.

From J. A. Dalzell, Esq.

It would certainly appear desirable if it could be effected, to equalise, or approximate, the market price of salt to consumers in the interior to that at which it is procurable by the inhabitants on the coast, but it is very difficult to suggest a satisfactory arrangement for the accomplishment of this object. A system of drawbacks on the monopoly price would hardly be effectual, even if they were no obstacles to its execution; because, from the bulkiness of the commodity, the cost of carriage must enter so largely into the price in the interior as to neutralize the effect of almost any drawback that could be granted without material detriment to the monopoly. The establishment of public depôts in the inland districts, whence issues of salt might be made, with a view to regulate the market price, besides being expensive, would, probably, have a pernicious effect on the Salt Trade, by rendering those engaged in it afraid to risk speculations when their gains might be shared or precluded by Government interference; and thus the general supply being inadequate to the demand, serious injury might be inflicted on the people at large. The monopoly price of salt at the pans on the Madras establishment is 105 rupees a garce; and its sale price in the markets of the Cuddapah province in Fusly 1239 (1829–30) was, on average, 221 rupees for the same quantity. The monopoly price was reduced some years back to 75 rupees per garce, but the former price has now been re-established.

Appendix L.

STATEMENT showing the Quantity of Salt on hand at the beginning of each Year, and the Quantity Manufactured and sold during the Year, with the Financial Results, from Fusly 1232 to 1262, corresponding with A.D. 1822—23 to 1852—53.

Years.		Salt Receipts.			Salt Disbursements.									Gross Revenue.	Deduct Charges of all Description, exclusive of Recoverable Advances.	Remaining Net Revenue.	Increase.	Decrease.	Remarks.
		Balance of Salt on hand at the beginning of the year.	Manufactured during the Year.	Total.	Sales for Home Consumption.	Sales for Inland Consumption.	Quantity of Salt transmitted to other Districts for Sale.	Total.	Sales to French Government.	Exportation by Sea.			Wastage.	Total.						
										Under Requisition from Bengal.	On private account, whether to Calcutta or other Places.	Total.							
1		2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Fuslies.	A.D	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Ind. Mds.	Rs.	Rs.	Rs.	Rs.	Rs.	
1232	1822—23	67,94,348	66,54,797	1,34,49,145	25,00,700	20,84,397	...	45,85,097	39,972	9,31,652	16,153	9,47,805	2,41,269	58,11,446	29,42,106	7,67,527	21,74,579	...	1,21,936	Column 7 exhibits the quantity transmitted, when necessary, from one district for the supply of another.
1233	1823—24	76,35,002	71,08,395	1,47,43,597	25,05,637	20,71,910	...	45,77,547	43,993	10,83,581	16,875	10,97,406	5,30,578	62,49,924	29,47,563	8,94,857	20,52,646	...	...	
1234	1824—25	84,93,478	55,04,957	1,39,98,430	28,38,707	20,04,199	...	48,42,906	27,764	10,09,702	20,713	10,30,415	80,116	59,81,501	30,36,763	8,07,142	22,29,621	1,76,975	...	
1235	1825—26	80,16,928	41,21,557	1,21,38,485	28,90,322	22,46,949	...	51,37,271	38,756	6,98,114	51,080	7,49,194	98,650	60,03,851	31,80,664	6,60,639	25,20,025	2,90,401	...	
1236	1826—27	60,94,691	35,64,197	96,58,888	25,97,021	19,20 573	...	45,17,594	38,579	7,77,324	17 160	7,94,484	1,91,854	55,42,311	28,30,580	6,94,092	21,36,488	...	3,83,532	
1237	1827—28	51,15,478	71 63,236	1,22,78,714	26,56,710	20,35,988	...	46,92,693	35,318	11,09,889	4,12,293	15,22,182	3,65,687	66,15,879	30,95,589	7,38 760	23,56,829	2,20,356	...	
1238	1828—29	56,50,963	51,60,225	1,08,11,188	24,43,718	17,23,263	...	41,66,981	33,333	4,11,360	1,69,025	5,80,38	4,19,645	52,00,542	27,47,480	7,23,523	30,23,957	6,67 128	...	
1239	1829—30	46,25,466	58,10,357	1,04,35,823	24,46,108	19,57,895	...	44,04,003	45,555	5,91,212	2,63 478	8,54 690	1,47,771	54,56,149	28,72,588	7,54,508	32,60,051	2,86,094	...	
1240	1830—31	51,79,674	46,99,584	98,79,258	23,76,101	16,96,125	...	40,72,226	44,161	3,67,360	2 86 754	6,54 114	2,32,053	50,02,554	27,80,760	6,19,044	31,61,446	...	98,605	
1241	1831—32	48,76,704	62,98,942	1,11,75,646	23,67,421	17,49,559	...	41,16,980	38,049	3,44,880	2,08,410	5,53 290	2,48,550	49,56,869	27,80,760	6,57,202	30.54,721	...	1,96,725	
1242	1832—33	62,18,777	52,08,310	1,14,27,117	20,94,391	14,35,427	...	35,29,818	33,390	5,11,738	8,48,197	13,59 935	1,81,049	51,04,122	31,63,969	7,58,846	34,33,705	6,26,938	2,47,954	
1243	1833—34	63,22,924	52,80,726	1,16,03,650	24,43,115	17,93,022	...	42,16,137	37,563	12,93,330	10,86,944	23,80,274	1,29,016	67,62,990	41,92,551	7,58,846	33,09 1 5	...	1,24,550	
1244	1834—35	48,45,018	48,45,486	96,90,534	23,73,149	17,22,194	...	40,95,343	40,984	2,37,696	14,43,194	16,80 890	1,54 439	59,71,656	40 70,632	7,61,177	29,11,701	...	3,67,454	
1245	1835—36	57,18,877	57,32,259	94,51,136	22,72,674	15,85,578	...	38,58,252	30,968	1,92,895	5,03,269	6,96 164	1,41,070	47,26,454	36,42 403	7,38 886	29,03,567	...	38,334	
1246	1836—37	47,24,681	67,41,023	1,14,65,704	22,08,590	16,92,482	...	39,01,073	35 827	1,00,040	5,61,721	6,61,761	2,91,360	48,93,021	38,60,865	5,41,309	33,19,556	1,15,989	...	
1247	1837—38	65,72,685	35,04,718	1,00,77,403	23,06,652	20,92,972	...	43,99 624	44,703	...	6 957	62,957	1,19,636	46,26,920	39,78,662	5,47 176	34,31,486	1,11,930	...	
1248	1838—39	54,50,488	38,14,562	92,65,045	23,83,938	21,03,354	...	44,87,292	52,904	...	2,28,373	2,28,373	3 60,570	51,29,139	39,88 101	6,73387	33,12,714	...	1,18,772	
1249	1839—10	41,35,906	57,43,986	98,79,892	23,50,998	21,56,459	...	45,07,458	49,823	...	2,41,329	2,41,329	5,13,375	54 11,984	37,30,028	6,85,315	30,64,713	...	1,18,772	
1250	1840—41	45,67,908	54,29,180	99,97,088	22,64,844	19,42,559	...	42,07,403	48,296	...	3,36 871	3,36 871	1,49,661	47,42,231	10,61,103	7,78 19	33,47,584	2,82,871	2,48,001	
1251	1841—42	52,54,855	52,72,139	1,05,26,994	22,62,517	20,18,738	...	42,81,255	54,796	7,31,129	2,79 069	10,13,498	1,57,134	55 06,683	41,07,971	7,49 121	33 58,850	11,266	...	
1252	1842—43	50,20,371	53,99,523	1,04,19,894	22,49,410	18,99,442	...	42,66,014	41,728	6,09,844	5,18,326	11,28,170	3,25 5 9	57 61,451	42 04,944	6 60,029	35,44,915	1,86,065	...	
1253	1843—44	46,58,385	49,99,820	96,58,205	21,27,054	20,16,604	...	40,26,496	47,070	6,08,488	5,34,621	11,43 109	2,92 084	55,08,759	45,82,782	7,00,176	38,82,606	3 87,691	...	
1254	1844—45	11,49,446	55,56,135	97,05,581	22,49,465	20,47,626	...	42,88,091	43,636	3,13 507	1 89,583	5 03,089	1,92,737	50,27,553	46,37,652	6,84,064	39,53,488	70,882	...	
1255	1845—46	46,78,028	57,25,654	1,04,03 682	22,12,441	23,07,268	...	45,19,709	41,964	2,38,796	2,28,682	4,67,478	1,59,879	51,89,031	46 74,928	5,77,286	40,97,642	1,44,154	...	
1256	1846—47	52,14,651	42,45,462	94,60,113	23,97,158	21,90,674	...	45 87,831	55,331	92 760	3,32,590	4,25,350	2,16,354	52,64,866	16,96 714	6,83,738	40,12,976	...	84,666	
1257	1847—48	44,95,247	52,18,081	94,43,327	22,78,163	23,17,226	...	45 95,388	47,341	30,920	4,10,589	4,41,509	2,49,365	53,33,603	15,55,548	7,40,252	38,15,296	...	1,97,680	
1258	1848—49	41,09,724	56,61,333	97,71,057	22,11,866	22,70,738	1,81,908	46 74,512	11 645	2,25,128	1,67,910	3,93,038	2,03,570	53,10,796	47,18,198	7,89,545	39,28,653	1,13,357	...	
1259	1849—50	44,60,261	58,86,189	1,03,46,449	22,89,599	23,57,446	1,70,137	48 17,482	29,52	2,47,058	1 86,097	4,33,155	1,67,155	53,47,306	48,06,596	6,55,707	41,50,889	2,22,236	...	
1260	1450—51	46,48,571	47,70,852	94,19,243	22,72,985	25,02,524	1,28,929	49 04,439	63,832	1,50,150	1 01,126	2,51,576	1,40,908	53,60,755	49,00,962	6,57,589	42,43,373	92,484	...	
1261	1451—52	40,54,325	53,01,351	93,55,676	24,01,952	25,00.029	2,80,282	51,82,263	39,390	72,440	1,76,960	2,48,400	1,70,256	53,60,310	49,91,124	7,04,356	42,89,768	46,395	...	
1262	1852—53	37,13,921	58,63,108	95,77,029	24,22,722	26,05,760	1,08,103	51,36,585	58,128	79,166	12,600	92,066	95,475	53,82,265						

Revenue Board Office, Fort St. George, March 30, 1854.

W. H. BAYLEY, *Secretary.*

GEO. PLOWDEN, *Commissioner.*

APPENDIX M.

STATEMENT showing the Particulars of Money Transactions on account of Salt for Fusly 1262, corresponding with A.D. 1852—53.

Districts.	Receipts in Rupees.																		Disbursements in Rupees.												Net Revenue in Rupees.
	Balance of Cash in Hand at the commencement of the Year.	From Sales for Consumption within the District.	From Sales to other Districts.	From Sales to Foreign States.	From Sales to French Government.	From Sales for Export by Sea.	From Sales of Damaged Salt.	From Sales of Smuggled Salt.	From Sales of Muster Salt.	From Refund of Coolee-warum.	From Refund of Sibbandy Charges.	From Refund of Maramut Charges.	From Refund of extra Saderwarcd.	From Refund of Extra Charges.	From Recoveries of Tuccavy.	From Gain in exchange by Fractions.	From Value of Excess Wastage collected from the Contractors.	From Fines.	Total Receipts.	Salary of the Establishment.	Cooleeram and Value of Salt purchased.	Repairs of Salt Cotaurs, Bungalows, &c.	Hire of Boats.	Shipping, &c., Charges.	Extra and Saderwarcd Charges.	Russoons to Devastanums, &c.	Salt Compensation.	Salt Indemnification to French Government.	Tuccavy.	Rewards for Seizure of Smuggled Salt.	Total Disbursements.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33
Ganjam ...	...	44,902	77,592	2,45,863	...	...	...	...	...	...	...	...	...	35	800	...	...	198	3,69,450	4,295	19,186	693	...	...	1,612	...	...	...	800	...	26,586	3,42,864
Vizagapatam ...	...	1,71,148	4,834	1,183	...	...	...	...	...	...	...	...	...	...	6,213	5	...	...	1,83,383	4,137	18,584	...	...	...	1,976	...	...	...	3,498	...	28,145	1,55,238
Rajahmundry ...	...	2,61,121	44,194	72	...	2,987	...	48	...	...	...	...	...	129	2,714	...	...	78	4,51,845	7,237	10,623	...	...	...	4,605	194	...	...	9,059	...	32,611	1,22,660
Masulipatam ...	...	44,246	97,371	...	...	...	...	...	...	...	...	...	...	35	3,342	...	...	77	1,45,271	5,115	3,638	...	...	...	4,605	194	...	...	9,059	...	22,611	1,22,660
Guntoor ...	...	1,45,202	4,43,088	...	...	...	...	2	4	...	...	...	...	10	4,275	...	...	131	5,92,712	10,251	29,380	...	...	...	3,772	110	...	...	4,275	...	47,788	5,44,924
Chingleput ...	...	32,381	1,13,685	1,64,671	...	...	...	121	...	7,291	3	...	3	...	...	...	...	8	3,18,120	12,460	41,319	200	...	...	1,608	...	3,382	...	3,500	38	62,507	2,55,613
Madura ...	...	2,68,776	1,13,696	113	...	...	91	...	...	...	...	1	...	...	7,112	...	...	133	3,89,922	11,327	24,667	...	...	...	1,027	...	...	...	...	...	37,021	3,52,901
Nellore ...	...	2,03,887	2,06,499	86,924	...	8,056	...	51	...	...	...	17	...	...	686	186	...	16	5,06,326	26,447	34,124	...	...	340	2,001	1,139	...	...	835	...	65,386	4,40,940
South Arcot ...	13,753	58,616	77,280	55,145	5,072	1,050	...	35	...	...	...	32	...	...	808	...	...	...	2,11,791	6,004	20,320	11	42	3,323	2,246	773	...	21,000	950	...	54,869	1,56,922
Tanjore ...	23,853	3,52,208	1,01,790	611	...	630	...	169	...	...	...	...	...	...	...	1	...	289	4,79,531	12,884	44,275	...	...	...	987	...	...	...	...	...	58,146	4,21,385
Tinnevelly ...	...	3,07,716	43,689	...	...	...	...	...	...	...	1	...	...	...	...	...	...	183	3,51,589	10,320	22,811	...	...	...	774	1,553	...	...	1,000	...	36,458	3,15,131
Canara ...	...	1,92,128	...	2,67,514	...	...	...	...	...	...	26	...	...	28	...	258	2,351	19	4,62,296	19,394	64,333	1,422	...	13,506	1,216	...	...	...	...	...	99,871	3,62,425
Malabar ...	...	2,86,785	36,479	47,289	188	...	...	65	...	...	...	...	...	...	...	...	...	...	3,20,834	5,838	73,209	210	...	...	10,241	...	46	...	...	...	89,608	2,31,226
Madras ...	...	1,25,155	92,943	2,33,483	...	1,755	...	...	...	...	...	3	...	...	...	...	...	27	4,51,364	7,332	43,319	1,788	6,965	491	8,546	303	2,215	...	...	...	70,989	3,80,375
Total ...	37,586	23,82,279	14,53,140	11,02,868	5,260	14,478	91	191	6	7,294	36	4	54	237	26,150	450	2,351	1,159	50,33,934	1,43,041	4,50,068	4,351	7,007	18,060	44,442	4,592	5,643	21,000	29,834	72	7,28,113	43,05,821

Revenue Board Office, Fort St. George, April 1, 1854.

W. H. Bayley, *Secretary.*

GEO. PLOWDEN, *Commissioner.*

APPENDIX N.

GENERAL STATEMENT showing the Population of the several Districts of the Madras Presidency, compiled in the Office of the Board of Revenue, from the Returns of the Census taken in Fusly 1260 (A.D. 1850—51).

Districts.	Hindoo.																	Mahomedan and Other not Hindoo.					
	Agricultural.						Non-Agricultural.						Total.					Agricultural.					
	Males.		Females.		Total.		Males.		Females.		Total.		Males.		Females.		Grand Total of Hindoo.	Males.		Females.		Total.	
	Adults.	Children.	Adults.	Children.	Adults.	Children.	Adults.	Children.	Adults.	Children.	Adults	Children.	Adults.	Children.	Adults.	Children.		Adults.	Children.	Adults.	Children.	Adults.	Children.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Ganjam ...	1,54,044	1,04,762	1,53,242	83,057	3,07,286	1,87,819	1,28,606	85,572	1,41,808	70,681	2,70,474	1,56,253	2,82,650	1,90,334	2,95,110	1,53,738	9,21,832	27	17	32	9	59	26
Vizagapatam	2,38,889	1,48,424	2,39,279	1,16,403	4,78,168	2,64,883	1,58,574	91,595	1,72,486	72,987	3,31,010	1,64,582	3,97,463	2,40,019	4,11,765	1,89,393	12,38,640	1,097	752	1,187	540	2,284	1,292
Rajahmundry	1,97,254	1,08,850	1,92,032	87,653	3,89,286	1,96,503	1,25,062	73,022	1,17,951	59,756	2,42,013	1,32,778	3,22,316	1,81,872	3,09,983	1,47,409	9,61,580	1,766	964	1,745	808	3,511	1,732
Masulipatam	1,09,538	55,233	98,244	38,862	2,07,782	94,095	66,629	35,816	68,253	25,221	1,34,882	61,037	1,76,167	91,049	1,66,497	64,083	4,97,796	2,455	1,317	3,120	938	4,575	2,255
Guntoor ...	1,10,174	66,485	1,03,698	60,848	2,13,872	1,27,334	58,320	37,125	61,389	33,385	1,22,709	70,510	1,68,494	1,03,911	1,65,087	94,233	5,34,225	5,491	3,736	5,070	3,333	10,561	7,069
Chingleput ...	1,32,578	72,395	1,24,816	60,748	2,57,394	1,33,143	58,661	30,254	59,131	25,992	1,17,792	56,246	1,91,239	1,02,649	1,83,947	86,740	5,61,575	3,115	1,969	3,137	1,760	6,552	3,729
Salem ...	2,76,832	1,53,187	2,69,668	1,34,113	5,46,500	2,87,300	1,04,113	59,213	1,13,750	52,901	2,17,863	1,12,114	3,80,945	2,12,500	3,83,418	1,87,013	11,64,076	3,083	1,796	2,891	1,482	5,974	3,278
Madura ...	4,57,413	2,30,017	4,70,099	2,04,911	9,27,512	4,34,928	74,801	38,981	82,685	35,071	1,57,489	74,052	5,32,214	2,68,998	5,52,784	2,39,982	15,06,964	39,177	20,448	40,828	17,780	80,305	38,228
Nellore ...	1,76,786	79,033	1,52,896	68,990	3,29,682	1,48,023	1,35,627	72,392	1,42,021	66,186	2,77,651	1,38,578	3,12,413	1,51,425	2,94,920	1,35,176	8,91,654	1,759	2,333	3,718	1,998	8,477	4,331
North Arcot ...	3,20,962	1,77,908	2,98,149	1,61,356	6,19,051	3,39,264	1,44,718	83,152	1,52,747	74,906	2,97,465	1,58,058	4,65,680	2,61,060	4,50,896	2,36,262	14,13,898	6,425	3,952	5,797	3,389	12,222	7,321
South Arcot ...	2,95,132	1,76,713	2,72,184	1,67,614	5,68,316	3,44,327	63,299	25,580	55,324	20,152	1,18,623	45,732	3,58,431	2,02,293	3,27,508	1,87,766	9,66,998	9,218	4,751	8,795	3,947	18,013	8,728
Tanjore ...	3,37,085	1,65,568	3,35,449	1,45,891	6,72,534	3,10,959	1,86,885	84,366	2,07,282	76,165	3,94,167	1,60,531	5,23,970	2,49,934	5,42,731	2,21,556	15,38,191	20,228	11,064	20,953	9,320	41,181	20,384
Trichinopoly...	1,40,168	67,115	1,40,397	56,817	2,80,565	1,23,932	44,573	21,310	47,630	20,044	92,203	41,354	1,84,741	88,425	1,88,027	76,861	5,38,154	11,289	20,981	40,016	18,452	81,305	39,433
Tinnevelly ..	2,61,457	1,47,303	2,67,215	1,26,225	5,28,672	2,73,528	1,00,489	59,885	1,23,015	50,659	2,20,504	1,10,544	3,61,946	2,07,188	3,90,230	1,76,884	11,33,648	13,783	9,951	14,442	8,195	28,225	18,146
Cuddapah ...	3,10,990	1,80,879	2,90,983	1,49,945	6,01,973	3,30,824	1,36,969	80,132	1,39,309	66,606	2,76,269	1,46,738	4,47,959	2,61,011	4,30,983	2,16,551	13,56,804	12,794	8,293	11,527	6,888	24,321	15,181
Coimbatore ...	2,18,599	1,28,844	2,15,797	1,09,373	4,29,396	2,38,217	1,43,874	82,660	1,65,442	73,325	3,09,316	1,55,985	3,57,473	2,06,504	3,81,239	1,82,698	11,27,914	3,292	1,962	3,384	1,596	6,676	3,558
Canara ...	2,75,721	1,49,529	2,71,156	1,25,749	5,46,877	2,75,278	89,200	32,186	44,227	19,314	83,427	41,500	3,64,921	1,71,715	3,15,383	1,45,063	9,17,482	27,234	16,724	26,829	14,279	54,063	31,003
Malabar ...	1,93,907	1,06,743	1,97,838	95,189	3,91,745	2,02,232	1,64,151	91,080	1,74,095	85,606	3,38,549	1,79,686	3,58,061	2,00,823	3,71,933	1,81,695	11,12,242	65,861	12,447	65,882	36,971	1,38,743	79,418
Total ..	44,49,452	23,88,886	43,14,208	20,35,712	87,63,660	44,24,598	20,82,779	11,55,470	22,51,925	9,95,294	43,34,704	21,50,764	65,32,231	35,44,356	65,66,133	30,31,006	1,96,73,726	2,72,003	1,57,859	2,65,611	1,35,564	5,37,614	2,93,403
Madras ..	Assumed Population		...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Purnea ...	51,913	29,555	49,408	25,560	1,01,351	55,115	22,582	13,482	21,371	11,281	46,853	24,763	74,525	43,037	73,679	36,841	2,28,082	5,721	3,499	5,024	2,955	10,746	6,454
Grand Total	45,01,395	24,18,441	43,63,616	20,61,272	88,65,011	44,79,713	21,05,361	11,68,952	22,76,196	10,06,575	43,81,557	21,75,527	66,06,756	35,87,393	66,39,812	30,67,847	1,99,01,808	2,77,725	1,61,358	2,70,635	1,38,519	5,48,360	2,99,857

[continued.

General Statement showing the Population of the several Districts of the Madras Presidency, &c.—*continued.*

Districts.	Mahomedan and other not Hindoo—*continued.*										Grand Total of Mahomedan, &c.	Grand Total of Hindoo and Mahomedan.	As per Return transmitted to Government on the 28th January, 1839.	Increase.	Decrease.	Area Square Miles.	Number of Persons to each Geographical Mile.
	Non-Agricultural.						Total.										
	Males.		Females.		Total.		Males.		Females.								
	Adults.	Children.	Adults.	Children.	Adults.	Children.	Adults.	Children.	Adults.	Children.							
	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41
Ganjam	1,589	828	1,952	644	3,541	1,472	1,616	845	1,984	653	[illegible]698	9,26,930	4,38,174	4,88,756	...	6,100	172
Vizagapatam	3,718	2,274	4,238	1,876	7,956	4,150	4,815	3,026	6,425	2,416	16,682	12,54,272	10,47,114	2,06,858	...	7,650	251
Rajahmundry	4,960	2,865	5,426	2,232	10,386	5,197	6,726	3,789	7,171	3,140	20,826	10,12,036	6,95,016	3,17,020	...	6,050	167
Masulipatam	4,868	3,318	5,519	2,305	10,387	5,623	7,323	4,665	7,669	3,443	23,070	5,70,856	5,44,672	...	23,806	5,000	108
Guntoor	5,097	3,797	5,533	3,301	10,630	7,098	10,585	7,555	10,603	6,634	35,358	5,70,083	2,67,726	3,02,657	...	4,960	120
Ongolepoor	2,729	1,794	2,791	1,282	5,520	3,086	6,144	3,673	5,928	3,142	18,887	5,83,462	3,31,821	2,51,641	...	2,993	177
Nellore	6,882	4,206	7,081	3,625	13,963	8,086	9,965	6,262	9,972	5,102	31,301	11,95,377	8,98,233	2,97,144	...	8,200	147
Chingleput	14,228	7,758	15,476	6,865	29,704	14,623	53,705	28,206	56,304	24,615	1,62,830	17,56,791	5,52,477	12,04,314	...	10,760	279
Salem	9,301	5,387	9,228	4,932	18,529	10,319	14,060	7,720	12,946	6,930	41,656	9,35,690	3,28,726	6,06,964	...	7,930	* 118
Madura	15,936	9,742	18,362	8,152	34,298	18,194	13,637	6,726	12,742	5,902	39,007	10,06 005	4,84,800	5,21,205	...	5,790	* 357
Nellore	9,301	5,387	9,228	4,932	18,529	10,319	22,361	15,674	24,159	11,841	72,035	14,85,873	5,23,248	9,62,625	...	7,600	249
North Arcot	15,936	9,742	18,362	8,152	34,298	18,194	13,637	6,726	12,742	5,902	39,007	10,06 005	4,84,800	5,21,205	...	3,900	250
South Arcot	4,419	1,945	3,947	1,965	8,366	3,909	44,036	23,180	50,107	20,272	1,37,895	16 76,686	11,28,730	5,47,956	...	3,240	115
Tanjore	23,808	12,116	29,454	10,952	53,262	23,068	57,390	29,769	57,118	26 565	1,71,142	7,09,196	4,85,242	2,23,954	...	3,240	227
Trichinopoly	16,101	8,788	17,492	8,113	33,593	16,901	39,785	27,804	45,091	22,978	1,35,568	12,69,216	8,50,891	4,18,325	...	5,700	94
Tinnevelly	26 002	17,853	30,559	14,783	56,561	32 636	29 104	17,413	28,619	14,947	90,383	12,29,599	11,29,907	99,692	...	13,056	114
Bellary	21,095	13,031	21,361	11,068	42,456	24,099	29,762	20,389	28,773	17 193	96,117	14,51,921	10,81,261	3,70,660	...	12,970	113
Cuddapah	16,968	12,096	17,246	10,805	34,214	22,401	8,207	4,944	8,637	4,160	25,948	11,53,862	7,83,392	3,70,470	...	8,280	175
Coimbatore	4,915	2,982	5 253	2,564	10,168	5,546	31,775	21,378	31,856	18,262	1,09,251	10,56,333	7,68,123	2,88,210	...	7,720	125
Canara	7,541	4,634	8,027	3,983	15,568	8,617	1,25,132	79,316	1,28,683	69,266	4,02,697	15,14,909	11,65,791	3,49,118	...	6,060	* 250
Malabar	57,571	36,869	62,801	32,295	1,20,372	69,164	...	...	...	...	...	...	...	...	...	...	...
Total	2,47,728	1,52,453	2,71,656	1,31,927	5,19,384	2,84,380	5,19,731	3,10,292	5,37,267	2,67,191	16,34,781	2,13,08,507	1,35,05,344	78,26,969	23,806	...	* 27,692
Madras	...	...	...	...	...	...	...	...	...	...	...	7,20,000	4,62,051	2,57,949	...	27	103
Kurnool	8,297	5,449	9,650	4,512	17,947	9,961	14,619	8,948	14,674	7,467	45,108	2,73,190	...	2,73,190	...	2,613	
Grand Total	2,56,025	1,57,902	2,81,306	1,36,439	5,37,331	2,94,341	5,33,750	3,19,240	5,51,941	2,74,958	16,79,889	2,23,01,697	1,39,67,395	83,58,108	23,806	1,36,872	...
														23,806	Deduct Decrease.		
														83,34,302	Net Increase.		

N.B.—All Males above the age of 12 years and all Females above 10 years are classed in the above Statement as adults.

* These have been inserted from a Calculation made in the Board's Office.

Abstract, exclusive of Madras, for which there are no Details.

Males	1,10,47,139
Females	1,05,34,558
Adults	1,43,32,259
Children	72,49,438
Agricultural	1,41,92,941
Non-Agricultural	73,88,756
Hindoos	1,99,01,808
Others	16,79,889

Revenue Board Office, Fort St. George, July 19, 1852.

W. H. Bayley, *Secretary.*

GEO. PLOWDEN, *Commissioner.*

APPENDIX O.

Glossary of Madras Native Terms.

Akbarnuvees	A news-writer; a reporter.
Allum	A complete salt pan.
Ameen	A chief officer of police or revenue. An inspector.
Amildar	Native revenue officer at the head of each talook. A tehsildar.
Anpattee	Male bed, applied to the beds of an allum or salt pan in Tanjore, in which the brine merely condenses without crystallizing.
Bandy	A bullock cart.
Banghy	Parcel post.
Beriz	The gross assessment of a village, or given area of land.
Brinjarries	A wandering tribe, carrying grain for sale on bullocks.
Cadjan	A palm leaf, on which rough accounts are written.
Calway	A channel.
Cash	A small coin, equal to about $\frac{1}{5}$ of a Bengal pie.
Cavadies	Baskets slung on each end of a pole carried over the shoulder.
Cavilmaniem	A grant of land for performance of the duties of guard or watcher.
Cawney	6,400 square yards, or 1·32 acres. In the town of Madras it is divided into 24 grounds or munnees. In the provinces it is divided into 100 coolies or goolies, or into sixteenths, called annas, the anna being a square of 60 feet each way.
Chatty	A large earthen pot.
Chowkey	A guard house.
Circar*	The government; the chief authority. The term is used in regard to land paying full teernah to Government in contradistinction to enam.
Circarwarum	The government share, as distinguished from coodewarum.
Condum	A reservoir for holding brine or salt water.
Coodewarum	The share of the net produce of land, or of salt pans, that accrues to the labourer. In the latter case, as salt is a Government monopoly, it is always paid in money.
Cooly	A hired labourer.
Coopum	A village.
Cooravers	A low caste of people who deal in salt.
Cotaur	A depôt for the sale of sea salt.
Cotay	A depôt or warehouse.
Curnum	The village accountant holding office under Government. *Vide* Regulation XXIX of 1802.
Cutcherry	Public office of the Collector or tehsildar.
Darogah	A superintendent or overseer of any department, as salt, stamps, &c.
Davustanum	What relates to pagodas or Hindu temples.
Deloyets	A superior class of peons attached to the person of a chief European officer.
Dittum	Fixed. The account of the probable out-turn, ascertained early in the season by taking from each ryot a memorandum of what he intends to manufacture.
Doorgapooloo	A salt measurer.
Duffadar	Head peon.
Durkhast	An application in writing.
Enam	A gift. Usually applied to a gift or grant of land; some quite free of rent; some bearing a small quit rent or jodee.
Enamdar	The holder of an enam.
Fakeer	A Mussulman devotee.
Fanam	A coin of the value of 1a. 3p. nearly.
Fusly	The agricultural and official revenue year, beginning the 12th of July.
Golas	Peons employed in the treasury or salt depôts.
Goomastah	An agent; a native accountant in the revenue department.
Grama-Sookawasi	Persons living in the village, but having no cultivation.
Gyput	District Talook, in distinction to Hoozoor.
Halut, or Halut Duty.	Duty formerly levied in Canara on the transit of pepper, betel nut, cardamoms, and sandal wood, under Section XIII, Regulation I, of 1812. Abolished with other Transit Duties under Act VI of 1844.
Hoozoor	The presence; the chief officer (European) of the district.
Hungamee	Temporary.
Jaädmalay	Sweeper.

* [Spelt "Sircar" in general throughout these papers.]

Jawab-nuves	A native cutcherry officer, whose duty it is to read out reports, petitions, &c.
Karkoon	A native overseer; a subordinate revenue officer.
Karum	Concentrated; applied to brine in a highly condensed state.
Khorakee	Subsistence allowance.
Komities	Traders.
Kooroopoo	A detailed account; a memorandum.
Lubbays	A tribe of Mahomedans; they are called Moplays, on the Malabar coast.
Lumbadies	A tribe closely resembling the Brinjarries.
Mailwarum	The Government or circar share of the produce of a field, either in kind or money.
Mamoolwarum	Customary share.
Maniem	Land granted on free tenure to revenue or village servants. The word is often used for cnams in general.
Maramut	Repairs.
Masandrum	Monthly account.
Mashalchee	Lamplighter.
Meerassy	The proprietary possession or usufruct of the soil. Also the right to official emoluments, as maniem lands, meerahs, &c.
Meerasseedar	A meerassy holder.
Mercal	A measure of 8 Madras measures or puddees, containing 800 cubic inches. The salt mercal is 828⅓ cubic inches, and contains 12⅓ seers, Indian weight.
Modah	A hillock, artificially raised for the manufacture of earth salt in the inland districts of Madras.
Mofussil	Interior of the country.
Moniagar	The head man of a village, employed as a revenue officer of the circar, for which he holds a maniem, or receives payment.
Moochie	A duftry or bookbinder, &c.
Moochulka	A penalty bond; the counterpart of a lease or license from Government.
Moodamy	Permanent; fixed.
Moodeepumalai	A form of account, showing the items sold to each purchaser, and and the particulars of the coins in which its cost was paid.
Moolah	The same as modah, which see.
Moorah	A grain measure, containing about 40 seers of rice.
Mooshruff	A treasury accountant.
Moottusuddees	Writers; accountants; clerks in public offices.
Mohturpha	A tax levied on trades and professions.
Moyenzabitah	Generally applied to the roll of the fixed and sanctioned establishment of a revenue or judicial officer.
Muddutgar	A writer of native accounts in the cutcherry.
Muttum	A convent or monastery.
Muttum Durmacurta.	The head of a muttum, which is a kind of convent or monastery.
Naick	A Sepoy corporal.
Nevisindah	An accountant or writer.
Nottagar	A shroff or accountant.
Nullah	Good; or, when applied to water, fresh.
Oopoopattee	The salt beds of an allum or salt pan.
Pacotta	A native contrivance for raising water, consisting of a transverse bamboo beam, with a pot attached to it, working on a perpendicular one inserted in the earth.
Pagodah	A Madras gold coin of the value of 3 rupees 8 annas.
Pandal	A shed.
Pariah	A person of no caste.
Pattamar	A native coasting craft.
Peishkar	Generally the second officer of a native establishment, immediately subordinate to the sheristadar or head officer.
Penpattee	Female beds, applied in Tanjore to the brine evaporating beds, in which salt crystallizes.
Poyakarries	Ryots holding lands of a meerasseedar, to whom they pay the sawmy bhogum, or meerasseedar's right or share in the produce, after the liquidation of the mailwarum, or teernah or tax to Government.
Pullers	A low caste of people in Tanjore; serfs or labourers.
Pundārum	A travelling religious mendicant of the Sira caste.
Pygusties	Overseers; patrols.
Rahdarry	A passport; a custom-house pass.
Roossooms	Customary fees or perquisites, either in kind or money.
Rowannah	A permit to pass goods free of duty.
Roysum	A native writer of rough papers or cadjans.
Ruktavan	Indian ink maker.
Ryot	An agricultural labourer or tenant.
Saderwared	The petty incidental charges for office stationery, oil, &c.
Sayer	Revenue derived from miscellaneous sources.
Sebundee*	Irregular native soldiers or peons, employed in the revenue and police departments; an extra establishment of peons, with a superintendent to take charge of a line of road, &c.

* [Spelt also "Sibbendy" in these papers.]

Seer	.. The bazaar seer of Bengal and Madras is a weight of 80 tolas, or 2·06 lbs.; 40 seers make one Indian maund. When a seer is spoken of as a measure of *capacity*, it equals $\frac{2}{3}$ of a Madras measure.
Sheristadar ..	.. The head native officer of the Hoozoor cutcherry or court; also a native talook officer, under the tehsildar.
Shroff ..	.. An examiner or sorter of coins; a money changer.
Sir Karkoon ..	.. A head karkoon.
Sodoo ..	.. Warm, used in reference to brine in a weak state.
Sookavasi ..	.. A village inhabitant, not a cultivator.
Sudder ..	.. Chief; principal. Used with reference to a town or an office.
Sumpretty ..	.. An accountant.
Tahar ..	.. The village watchman, whose duty it is to give information of offences, guide travellers, &c.
Takeed ..	.. An order from a superior, calling attention to a previous requisition.
Talook ..	.. A division of a district, under the management of a tehsildar.
Taragoo ..	.. A salt measurer.
Teernah ..	.. Tax to Government.
Tehsildar ..	.. Native revenue Collector; head of talook.
Teripady ..	.. Arranged according to turrums or classes.
Thanah ..	.. A police station.
Thanadar ..	.. A police officer.
Tola	.. A weight of 1 rupee, or 180 grains.
Tookrey ..	.. Village watcher; a tahar.
Toty	.. The inferior village public servant; a kind of under-tahar.
Tuccavee ..	.. An advance of money.
Tunny ..	.. Water.
Turrum ..	.. Order or class.
Ungasalay ..	.. The village servant, whose duty it is to let off water from the tank into the paddy fields, and regulate the supply.
Urzee ..	.. An address or application in writing; a petition.
Vaikal ..	.. A channel; passage.
Vellalahs ..	.. A tribe of cultivators.
Vettyan ..	.. A village servant, performing menial duties.
Warum ..	.. Share; cultivator's share of the produce.
Yeddypattee	.. The water or brine beds of a salt pan.
Yekkum ..	.. A heap or ridge.
Yeomiah ..	.. A money allowance or pension, calculated originally at so much per diem.
Yerkalawars	.. Men of low caste, acting as pedlars of salt.
Zumeenbag ..	.. Garden land.

GEO. PLOWDEN,
Commissioner.

Part III.—Bengal.

APPENDIX A.

No. 1.—Letter to A. R. Young, Esq., Officiating Junior Secretary to the Bengal Board of Revenue, dated August 25th, 1854.

No. 2.—Letter, in reply, from A. R. Young, Esq., Officiating Junior Secretary to the Bengal Board of Revenue, dated September 16th, 1854.

Appendix A.—No. 1.

To A. R. Young, Esq., Officiating Junior Secretary to the Board of Revenue, Lower Provinces.

Fort William, August 25, 1854.

Sir,

In pursuance of the inquiry which I have been commissioned by the Supreme Government to make, as to the practicability of carrying into effect any system under which the manufacture and sale of salt, in India, shall be absolutely free, subject only to such excise, or other duties, as may now, or from time to time, be levied on such salt so manufactured, I have the honour to request that the Board of Revenue will be so good as to favour me with their views at large on the question as it affects the Lower Provinces of the Bengal Presidency.

2. If the Board, judging from past discussions of the question, and from their own observations and experience, have come to the conclusion that it is impracticable, or unsafe, in place of the present system, to render the manufacture of salt absolutely free to all persons, under excise regulations, or even to substitute a system of modified excise, such as that of granting licences to private persons to manufacture salt at fixed localities, I shall be obliged to them to state what are the objections they entertain, and the difficulties which appear to them insuperable.

3. If, on the other hand, the Board have come to the conclusion that the change is feasible, and may be carried into effect with no greater expense to the State, or inconvenience to the Trade, and with the same safety to the revenue, I beg they will do me the favour to describe the extent to which, and the plan, gradually or otherwise, upon which the new system might, in their opinion, best be introduced, and whether in introducing it it would be necessary to make any, and if any, what, special regulations for the protection of the interests of the Molunghees, as the class whose services would be indispensable to any persons engaging in the manufacture. Also what changes would be necessary, under their plan, in the present preventive line and establishments.

4. I should wish also to be favoured with a full description of the system upon which the excise upon salt, as far as it exists in Bengal, is managed, and

to be informed whether the demand for solar evaporation salt in Bengal is limited, and if so, to what extent, and why, and how, this can be shown.

5. I beg further to be favoured with a description of the system of retail sales in the salt-producing districts, the several limits within which they prevail, the different prices and modes of management within each division, and by what officer in each they are managed and controlled, together with a notice of any changes which the Board may be contemplating in the limits, management, and prices. Also whether, in the opinion of the Board, the retail sale ofsalt by the Government in certain localities, at reduced prices, is not a violation of the rule laid down for observance in the priceing of Government salt, by which the Government is bound to sell each description of salt at a price equal to its actual cost of manufacture, plus the duty levied on Foreign salt; and, finally, whether the system of retail sales is really attended with benefit to the revenue, or whether the same revenue, on the whole, would not be obtained if the system were abandoned, and the retail districts left to be supplied by the rowannah merchants in the same manner as the rest of the country. Under a system of free manufacture and excise, there could be, of course, no such system as the present system of Government retail sales, or anything analogous to it.

6. I may observe that the subject of these sales is noticed in paragraphs 16 and 17 of the Board's Salt Report for the year 1852-53, and in paragraphs 9, 12, 25 to 27, and 33, of the Controller's Report for the same year.

7. I should wish also to be informed what are the Board's opinions as to the extent of smuggling, with their reasons for believing it to be great or small, in what forms they think it is principally carried on, and the amount of duty, in reduction of the present impost, which would, in their opinion, render it not worth the while of the smuggler to evade the tax.

8. I beg also to be favoured with a copy of any correspondence which may have taken place between the Board and the Government, on the question of making a change in the rate of duty from the 1st of April last, together with the Board's present views on that subject.

9. I request also to be informed of the nature and extent of the khularee rents and remissions, and how, and to what extent, they would be affected by the substitution of a system of free manufacture and excise for the present mode of realizing the revenue.

10. If there has been any late correspondence relating to the consumption of salt per head in Bengal, the price to consumers in different parts of the country, the relative quality of the manufacture of the different agencies, and the adulteration of the article after it passes into the hands of the dealers, I beg to be favoured with a copy of it; or, if the correspondence is bulky, the original may be sent.

11. Adverting to paragraphs 7 to 9 of the Board's report for 1852-53, and paragraphs 7 and 8 of the reply of the Bengal Government to the same, I request to be furnished with a copy of the further correspondence, if any, which may have taken place on the subject. It appears to me that the remedy proposed by the Board in their 9th paragraph, would be only a partial one, for at the same price the salt of superior quality would still have the preference.

12. In the province of Arracan, the manufacture and sale of salt is understood to be entirely free—no tax is taken on salt consumed in the province, and no duties are levied on exports or imports of that article; but salt is purchased there by Government, to supply the consumption elsewhere in Bengal. I should wish to be informed—

First. Why the home consumption and the exports and imports of salt in Arracan should be untaxed.

Second. Whether any preventive measures are taken in Arracan against salt being smuggled from that province into other parts of India.

Third. What precautions are taken in Arracan with respect to export salt, whether intended for ports in India, or ports out of India, with the view, in the former case, of securing the payment of the duty, and in both cases the delivery of the full quantity shipped at the port of import.

Fourth. To what places the salt purchased by Government in Arracan, for consumption in Bengal, is taken, and upon what system, and at what prices, the salt is purchased, and its transport provided for.

13. A trifling salt tax is, I believe, levied in the Amherst and Tavoy districts of the Tenasserim provinces, upon a system of licences, granted at the rate of 2 rupees for one year, for the manufacture of an unlimited quantity. I should wish to be favoured with all the information the Board may possess respecting the mode of manufacturing salt, and of collecting the revenue thereon, in the Tenasserim provinces, together with a notice of any rules in force there respecting import and export salt.

14. I shall be obliged by as early a reply as possible to this communication.

G. PLOWDEN,
Commissioner on Salt.

Appendix A.—No. 2.

Salt.
H. Ricketts and E. Currie, Esqrs.

SIR, *Fort William, September* 16, 1854.

I am directed to acknowledge the receipt of your letter, dated the 25th ultimo, asking for information and the Board's opinion relative to certain matters connected with the inquiry you have been commissioned to make, as to the feasibility of a change of system in the manufacture and sale of salt, so far as the Lower Provinces of Bengal are concerned. The Board will notice the several points in the order in which you have put your queries, and as briefly as is consistent with completeness.

Paragraphs 2 and 3. Board's opinion on the feasibility of a general system of excise, and the arrangements which would be necessary under such a system.

2. By a system which would "*render the manufacture of salt* ABSOLUTELY FREE *to all persons* under excise regulations," the Board understand to be meant, one under which permission would be given to any person to manufacture and store salt at any place and in any quantity,—if this be what is meant, they are of opinion that such a system would be not only "unsafe," but altogether destructive of the salt revenue, for this simple reason, that it would be totally impracticable to watch such a manufacture and store, over many thousands of miles of saliferous country, the greater part of which is covered with jungle. It is not evident, indeed, how any excise regulations could be applied to a manufacture so conducted.

3. But what you designate "a system of modified excise," has long appeared to the Board to be perfectly feasible, they would have been very glad to have seen such a system introduced when the 24 Pergunnahs Agency was first abolished; and in 1849—50 a proposition was submitted to government for making the experiment in Saugor Island, but the manner in which the suggestion was received put an effectual stop to any further agitation of the question. A plan which the Board have recently prepared, for the introduction of the system into some of the abandoned aurungs of the late 24 Pergunnahs Agency, is now under the consideration of Government, and the correspondence connected with it,* which is amongst the papers forwarded to you with my letter, dated the 13th instant, will put you in possession of the Board's views on the subject. In some other parts of the country, as for instance, in portions of the Balasore District, a similar system might without any difficulty be established; but in other salt-producing districts again, in which the salt grounds are scattered about among villages, and extend far inland, a system of excise could not, without great injury to the revenue, be introduced.

4. Whatever change of the kind is attempted must, it is clear to the Board, be introduced gradually, as private speculators may be found prepared to take up the field now occupied by Government, as otherwise there will be a risk of the supply of salt failing; but they see no reason why an excise system, such as they have proposed, should not be eventually extended, so as, in course of time, to admit of Government withdrawing altogether from any direct interference with the manufacture. To promote this desirable object, one of the members of the Board, Mr. Ricketts, thinks that encouragement should be given to private speculators to engage in the manufacture, by allowing them an advantage in the rate of duty levied on the salt made by them, but in this opinion Mr. Currie does not concur. The Molunghees, the Board think, may well be left to take care of themselves, and to make their own terms with the master manufacturers.

5. You will observe in the arrangements suggested by the Board for carrying out their scheme for a manufacture of salt under excise, that no change is proposed (and they apprehend that no considerable change will be found practicable) in the strength and distribution of the existing preventive force; but additional establishments will be required, the cost of which however may probably not be greater than the proportion of the agency establishments charged to the general salt revenue, (*i.e.*, not included in the cost price of the salt of each agency) in accordance with the plan of adjustment recently approved by Government.

To G. Plowden, Esq.,
Commissioner of Inquiry on Salt.

* Board to Controller, dated July 29th.
Controller to Board, dated August 31.
Board to Government, dated 8th instant.

Paragraph 4. Existing excise system.

6. The excise system as at present existing, is applied only to two sets of works, those of Narainpore and Goordah; at each there is a small establishment, under the control of the superintendent of salt chowkeys, to supervise the storage and delivery, which is easily managed, the brine (after being strengthened by evaporation in prepared fields) being boiled in iron pans in the immediate neighbourhood of the golah, and the produce passed at once into store. Accounts of the manufacture and the deliveries are of course kept by the excise officer. The duty is paid in the same manner as the price of Government salt. Should you require any further information on this subject, you can be furnished with the correspondence which passed on the introduction of the system.

Demand for Kurkutch salt.

7. Solar evaporation salt, though cheaper than Pungah, is little used in Bengal, to the eastward there is no demand for it. It used to be sold at the Bullooah retail golahs, but there being a large stock of Arracan Pungah on hand, the latter was offered for sale, together with the Kurkutch, at an advance first of 4, and afterwards of 8 annas; even with this great difference of price the Pungah had a decided preference. Almost all the imported Kurkutch goes to Behar, where it is in general use. The consumption of the South of Cuttack,‡ is supplied by Kurkutch from the Chilka Lake, and in that province, wherever it can be had cheaper than Pungah, it would seem to be preferred to it. The Board are not aware of the reason for the small demand for Kurkutch in Bengal, but the fact is as stated.

Paragraph 5. Retail Sales.

8. Annexed is a memorandum, showing the several chowkeys at which salt is sold retail, the prices at which it is sold, and the officers under whose management the sales are conducted. A copy is also herewith forwarded of part* of a correspondence, from which you will see that, in the Bullooah division, the retail sale limits have been greatly contracted, and the prices raised with a view to the eventual abandonment, in that superintendency, of the interference of Government, except in the islands of Sundeep and Hattia. In the Jellasore division also, it is intended to reduce the limits within which salt is now sold by retail, a plan for that purpose being at present under the consideration of the Board. The annexed copy of the correspondence noted in the margin,† will explain the principle upon which this part of the business of the department is administered in Cuttack. The sales there would perhaps be more correctly designated as "local," than "retail" sales.

9. With regard to the question whether the sale of salt at reduced prices in certain localities is not a violation of the rule by which Government is bound to sell each description of salt, at a price equal to its actual cost plus the duty levied on Foreign salt, the Board desire me to observe that they are not aware that the Government has ever pledged itself, or has ever been expected, to give the rule such universal application, as would interfere with arrangements necessary for the proper administration of the department. As respects the general trade of the country, the rule has been rigorously adhered to, and this, the Board apprehend, is all that is required. The local exceptions are a question of expediency rather than of principle. It is quite certain that the markets which the retail sales at reduced rates are intended to supply, could never be available to the importer paying the full amount of duty.

10. In localities where salt is manufactured on account of Government, salt must either be supplied by Government at moderate rates, or the people must be allowed to consume untaxed salt. There is no other alternative. You ask whether the retail districts might not be left to be supplied by the rowannah merchants in the same manner as the rest of the country. The reply is, that no merchant would venture upon a market where he was almost certain to be undersold by the smuggler. The system is of course liable to abuse, and in Hidgellee and parts of Tumlook, beyond leaving the people without excuse for violating the law, it is probable that Government derives no great advantage from it. But in Chittagong and Cuttack, the case is far otherwise. In Chittagong, from its local circumstances, there can be little, or no, smuggling out of the district, and it adjoins Arracan, where the manufacture of salt is altogether free. If Government were to stop its sales, it cannot be doubted that an immense stimulus would be given to smuggling, the rowannah merchant would hesitate to occupy the abandoned field, and a large portion of the population would be literally compelled to consume illicit salt. The case is yet stronger as regards Cuttack, which is bounded on the south by the district of Ganjam, where salt is sold at one rupee per maund. At present all the country to the west and north-west as far possibly as Sirgoojeh, is supplied principally with Pooree Kurkutch and Cuttack Pungah. If the full Calcutta duty were levied on these salts, their export in that direction would cease, (except in so far as they might be smuggled without payment of duty) and their place would be supplied partly by untaxed

* Board to Government, April 29th last.
„ „ July 29th following.
† Board to Government, dated July 31st, 1850.
Government to Board, dated August 15.
Board to Commissioner of Cuttack, dated August 26th.
‡ [Spelt "Kuttuk" in the Map, No. 11.]

salt from the westward, and partly by Ganjam salt, the profit upon which is considerably less than that on the Cuttack produce.

11. The Board are of opinion that, *so long as Government continues to manufacture*, local sales from Government depôts should be continued in the manufacturing localities. It is hardly necessary at present to consider what arrangement may be most suitable for Cuttack, in case of the excise system being eventually extended to that province.

Paragraph 7. Smuggling.

12. This subject is treated generally in paragraphs 17, 23, of the printed Annual Report for 1852—53, to which I am directed to refer you. The Board hold to the opinion there expressed, that the only considerable amount of smuggling is from the manufacturing aurungs, and the agency depôts. It is of course much easier to prevent the manufacture of salt, than to prevent its fraudulent removal when manufactured. To what extent smuggling from the aurungs may be carried it is quite impossible to say. In Chittagong, it cannot be very considerable, because the quantity sold from the Government retail depôts is nearly sufficient to supply the consumption of the population, and there is small facility for smuggling out of the district. In Hidgellee, on the contrary, the greater part of the population of the district would seem to be supplied with illicit salt, and the case is the same with some parts of Tumlook. The seizures, too, which are frequently made during the manufacturing season by the agency officers, of dispatches of illicit salt, of from 5 to 10 maunds at a time, prove the existence of a contraband traffic of some extent. But there is a cordon of chowkeys under the superintendents of Jellasore and Midnapore, beyond the agency chowkeys, and from the rarity of important seizures in those chowkeys, Mr. Currie comes to the conclusion, that no very great quantity of salt finds its way beyond them. It is Mr. Ricketts' belief that very large quantities of salt are smuggled from the two agencies, and from the northern aurungs of Balasore, for he heard of smuggled salt wherever he went in Midnapore and the south western frontier.

13. There are better data for judging of the extent of smuggling from the agency depôts. Excess salt is certainly received into store, and that, in quantity more than sufficient to compensate for the somewhat short wastage allowance fixed by the rules of the department. But there is necessarily a limit to this excess; the Molunghees will give very good weight, but they would not submit quietly to any great exaction. The capacity of the store golahs too is pretty well known, and the informations of excess in store, which are not unfrequently made, rarely allege a surplus of more than 5 or 6 per cent. This sort of abuse is favoured by the provision of Regulation X, 1819, which allows an excess of $2\frac{1}{2}$ per cent. over the rowannah quantity, in a despatch of salt to pass without penalty. The results of the weighments of cargoes seized on information of excess show, however, that the merchants are generally careful to keep within the allowed limit. The allegations of excess store are most frequent in regard to Tumlook and Hidgellee, but in the latter agency the general out-turn of the of the golahs weighed off for export to Sulkea, under the careful supervision of an European officer, is inconsistent with the supposition of the habitual receipt of a large excess. At Chittagong the weighment into store is conducted on a different principle, and is more exactly superintended than it can be in the other agencies. Taking all the deliveries from all the Bengal agencies into account, it may be safely assumed that the average excess delivery does not exceed from two to three per cent.

14. It is believed that there used to be formerly a good deal of smuggling from the sloops importing salt from Cuttack and Madras, on their way up the river, and of this there must always be considerable risk. But such arrangements as were possible have been made for checking the evil, and the general out-turn of the imports at Sulkeea, warrants the belief that they have been pretty successful.

15. The Board have no reason to suppose that any smuggling goes on at Sulkeea, and there is probably but little from the ships in the river, the rules of the Custom-house regarding salt cargoes being very strict, and, the Board believe, effective. Setting aside the just claims of the native manufacturers, there can be no question that the securest and the easiest way of raising a revenue from the consumption of salt would be to depend entirely on foreign supplies, imported in vessels of a tonnage sufficient to require pilots.

Paragraph 8. Change in the rate of duty.

16. The Board continue of opinion for the reasons stated in their letter to Government, dated the 18th of March last (of which, and of the orders of Government in reply, a copy is transmitted,) that a reduction of the duty to rs. 2 per maund would be a desirable measure. But with reference to one of the questions asked by you in paragraph 7, I am to observe that the Board do not believe this reduction would have any considerable effect in checking smuggling, nor do they think that any reduction which could be made, short of the sacrifice of the greater part of the present salt revenue, would "render it not worth the while of smugglers to evade the tax."

Paragraph 9. Khullaree rents.

17. For an explanation of the nature of the Khullaree remissions, in 24 Pergunnahs and Bullooah, I am desired to refer you to Clauses 2, 4, Section 9,

Regulation I, 1824. The set off obtained by the assessment of such salt lands as could be traced, under clause 11 of that section, is, the Board believe, very inconsiderable. As these remissions are unconnected with the present question, you do not, the Board presume, require that the amount should be ascertained.* In Hidgellee and Tumlook the payment or remission enjoyed by the zemindars is called "salt moshaireh," and its nature is fully explained in the annexed copy of the resolution of Government, of the 30th of March, 1836. The Government is in possession of the salt and fuel lands formerly attached to these estates. The moshaireh has been declared permanent, and could not, the Board apprehend, be resumed without the consent of the parties, a consent which could be asked for only in the event of the lands being given over to them with permission to manufacture salt free of all restriction except payment of the Government tax.

18. Besides the moshaireh, of which a memorandum is subjoined, khullaree rents to the extent of rs. 18,442 : 6 are paid to the zemindars of certain settled estates in Hidgellee, and their nature is explained in paragraph 2 of the Board's letter to Government of the 27th of March last, a copy of which is herewith forwarded. The khullaree rents in Chittagong are paid from lands actually occupied by the salt department in accordance with clause 13 of the section already quoted, and may be given up at any time after due notice. The amount varies with the requirements of each season.

19. By the arrangement existing in Cuttack the zemindars receive $1\frac{1}{2}$ annas per maund on all salt manufactured; one-third of which is paid to Government as land revenue. This arrangement was the subject of much correspondence in 1842, and, on the 28th December of that year, it was ruled that, in the event of Government abandoning the manufacture, the abstract right of the zemindars consists only in a release from the salt jumma, and the free possession of the fuel lands. The question as it affects the Mehals settled on a quit rent or fixed jumma was left undecided. The Board's views regarding it may be learnt from their letter† on the contemplated abolition of the Astrung aurungs, of which a copy is forwarded.

Paragraph 10. Consumption of salt;—Price;—Adulteration.

20. There are no sort of data available for ascertaining the consumption of salt per head, nor is there any correspondence on that particular subject of later date than Mr. Parker's minutes. Inquiries have frequently been made regarding the price to the consumer in different districts, and the Board are now furnished with returns by the several Collectors, an abstract of the last of which is among the accompaniments of this letter. The Board are not aware of any late correspondence regarding adulteration, except a recent letter from the Commissioner at Patna, regarding the mixture of puckwah‡ with agency salt, the subject of which is still under inquiry. Regarding the production of this "puckwah" there has been a vast deal of correspondence; but the matter is altogether foreign to the present inquiry.

Paragraph 11. Suggestion of the Board for the equalisation of prices.

21. There has been no further correspondence on this subject. The intense avidity with which the cheap salt is brought up, as soon as advertised, proves the desirableness of some measure of the kind. The difference of quality in the different descriptions is small compared with the difference of price, and it so happens that under the present system what difference there is, is in favour of the cheapest salt.

Paragraph 12. Arracan salt. 1st. Why consumption untaxed?

22. When the province was conquered there was no salt tax in Arracan, and the Board conclude it has not been thought necessary or expedient to impose one.

2nd. Whether any precautions against smuggling are taken in Arracan?

3rd. What precautions are taken there in regard to exports?

23. Full information on the subjects referred to in these questions will be found in a correspondence which took place in 1849-50, of which a copy is appended. The only precaution against smuggling is the prohibition of the storage of salt on or near the Naaf. The export of salt to Bengal, except such as is purchased on account of Government, is not allowed. Indeed Arracan has no salt trade, except with Pegu, and an occasional shipment to Mauritius.

4th. Regarding Government purchases in Arracan.

24. All salt purchased by Government in Arracan is transported to Chittagong, usually in craft belonging to the latter port, and under contracts entered into by the owners with the salt agent. The salt is either purchased at once from the manufacturers, or contracts are made with them for its manufacture by an officer employed for the purpose under the control of the principal assistant. No advances are made; the salt is paid for on delivery at the Government golahs at Kyouk Phyoo.

Paragraph 13. Particulars of tax in Tenasserim.

25. The information asked for in this paragraph will be found in a letter from the Commissioner of the Tenasserim Provinces to the address of the Secretary to the Government of Bengal, dated the 11th of January, 1850, a copy of which is herewith forwarded.

I have, &c.

A. R. Young,
Officiating Junior Secretary.

* It can of course be learnt at once by a reference to the Accountant.

† Dated September 14th, 1852.

‡ The salt produced by manufacturers of saltpetre, which is generally more or less impure.

APPENDIX B.

Notes on the Manufacture of Salt in the Tumlook Agency, dated September 23, 1852, by H. C. Hamilton, Esq., Salt Agent, selected from the Records of the Bengal Government.

Enclosures.

No. 1.—Statement of Salt out-turn, during 1850, 1851, 1852.

No. 2.—Statement showing the number of Khullarees, Choolahs, and Maidahs worked, and of Molunghees, Coolies, Boats, Bullocks, &c., employed within the Tumlook Agency; together with the quantity of Salt to be manufactured in each Hoodah.

No. 3.—Statement showing the number of Golahs stored and cleared of Salt of the manufacture of 1257 S.S., or 1850—51, at Ghaut Narainpore.

No. 4.—Statement showing the number of Golahs stored and cleared of Salt, of the manufacture of 1258 S.S., or 1851—52, at Ghaut Narainpore.

No. 5.—Statement showing the number of Hoodahs, Khuttees, Choolahs, Molunghees, &c., within the Tumlook Salt Agency, in 1259 S S., or A.D. 1852—53.

APPENDIX B.

Notes on the Manufacture of Salt, in the Tumlook Agency, by H. C. Hamilton, Esq., Salt Agent.

Tumlook Salt Office, Midnapore, September 23, 1852.

The station of Tumlook, where the head quarters of the agency are fixed, is situated on the west bank of the River Roopnarain, and is distant up that river about 10 or 12 miles from its junction with the River Hooghly. By land it is 45 miles south-west from Calcutta, and from Midnapore about 40 miles. The agency, as at present constituted, is comprised of five aurungs, or manufacturing districts. It is bounded on the north and east by the Rivers Roopnarain and Hooghly. It extends from a few miles north of Tumlook to the Talputty Khaul,* within 4 miles of Kedgeree. To the south it is bounded by the northernmost Pergunnahs of the Hidgellee Agency, and to the west and south-west by the Chabookya river, a continuation of the Tengreekhaly and Huldee rivers, which divide Tumlook Proper from the three southern aurungs, Goomghur, Aurunganuggur, and Jellamoottah. Boundaries and extent of the agency.

2. The five aurungs are noted on the margin. The three latter were in 1848—49 transferred to this from the Hidgellee Agency; and the two former, since the agency was established, have been its principal manufacturing districts.

Aurung Tumlook.
„ Mysaudul.
„ Jellamoottah.
„ Aurunganuggur.
„ Goomghur.

3. The salt manufacture is carried on on the west bank of the River Hooghly, above Kedgeree, and on either side of the rivers Huldee, Tengreekhally, and Roykhally. The khullarees, or manufactories, are situated on both sides of Salt, where manufactured.

* A Khaul is either a natural creek or an artificial canal.

these large rivers, and on the banks of the numerous canals and creeks which are fed by them, and intersect the whole country comprised within this agency.

Capability of Agency.

4. These five aurungs, in favorable seasons, are capable of yielding during one season from 9 to 10 lacs of maunds* of salt. The largest quantity ever manufactured was in 1851, corresponding with 1258 S.S., when it reached 9,21,835 maunds.

The Taidad, or quantity of salt fixed for the season's manufacture, and its distribution (Sowdah) among the aurungs.

5. The "Taidad" is regulated according to the probable demand of the Calcutta Market, with reference to the stock in hand and the quantity expected from Liverpool and other places beyond the sea. It is fixed by the Board of Revenue from year to year, but during the last three years it has varied very considerably, rising or falling according to the imports into Calcutta, and other circumstances. In the subjoined statement the distribution of the Taidad among the several aurungs is exhibited, and the quantity of salt which was produced in each aurung during that period is also shown.

Pergunnahs.	Distribution of Taidad, or the Sowdah fixed, in			Actual Manufacture in		
	1850.	1851.	1852.	1850.	1851.	1852.
Tumlook	1,85,000	2,50,000	2,50,000	2,55,714	2,85,134	2,09,725
Mysaudul.....	1,85,000	2,75,000	2,50,000	2,67,960	2,65,172	2,03,454
Jellamoottah ..	65,000	1,50,000	1,20,000	1,23,066	1,47,142	1,12,605
Aurunganuggur	65,000	1,50,000	1,00,000	1,22,208	1,21,390	1,00,175
Goomghur.....	50,000	75,000	80,000	74,318	1,02,996	80,736
Total Mds...	5,50,000	9,00,000	8,00,000	8,43,269	9,21,835	7,06,695

6. For next season, or 1852—53, the Taidad has been fixed at only 7 lacs of maunds, and it has been distributed among the several aurungs as per margin.† It is probable, however, that the manufacture will be increased to a much larger extent, as there is a very ready sale for the salt of this agency.

The price of the salt.

7. For some years, the price which has been paid to the Molunghees, for the salt manufactured by them, has been fixed at 7 annas‡ per maund. For the ensuing season, it has been reduced to 6½ annas the maund of 80 tola weight, in aurungs Tumlook and Mysaudul; and to 6 annas in the three other aurungs which are situated on the south bank of the rivers Huldee and Tengreekhally. The reason for this difference in the price will be obvious, when it is considered that the molunghees of aurungs Mysaudul and Tumlook generally experience greater difficulty in clearing and preparing their "chattur," or salt lands, as well as in procuring fuel, than their brethren in the other aurungs. Their khullarees, too, are for the most part situated on khauls running inland, and at a greater distance from the large rivers. This is particularly applicable to Tumlook, but not to so great an extent to Mysaudul, where a further alteration in the price will, in all probability, be recommended on a future date.

8. It has been stated above that the Government give 6 and 6½ annas per maund, as the case may be, for every maund of salt which is delivered to our officers in the aurungs; but besides this cash payment, the several molunghees (manufacturers) receive gratuitously from the department certain grants of land in proportion to the extent of their khullarees, not only to enable them to establish their khullarees and "chattur" or salt lands, but also that they may supply themselves with fuel from the jungle, grass, and low brush-wood, which

* One maund equals 80 pounds Avoirdupois nearly.

† Pergunnahs.	Sowdahs.
Tumlook	2,10,000
Mysaudul	2,10,000
Jellamoottah	1,00,000
Aurunganuggur	1,00,000
Goomghur	80,000
Total Maunds	7,00,000

‡ For net charges, &c., see Inclosure No. 1.

grow spontaneously upon it, in some places close to their khullarees, in others at a mile or so distant from them.

Compensation and Moshaireh allowance granted to zemindars for the abolition of their salt manufacture, as well as for certain jungle lands appropriated by Government.

9. From the early records it appears that when the privilege of manufacturing salt was taken out of the hands of the zemindars of the district, and monopolized by Government, the Government received from the zemindars of pergunnahs Mysaudul and Tumlook large tracts of jungle and waste land for their manufacturing purposes, allowing them in lieu remissions in the rent of their permanent settlement, as also a monthly allowance usually termed "moshaireh," the former as a consideration for the land actually appropriated by Government, and the latter as compensation for the withdrawal of the manufacture of salt from within their respective zemindaries.

The Julpye or fuel lands.

10. The above lands are now known in this district as "julpye," or fuel lands, and under that term are included such portions as have, from time to time been either cleared for the khullaries and chatturs, or (where they were found not to be required for the salt manufacture) let out on conditional leases in small parcels, or "chucks."

11. The extent of julpye land at present claimed on the part of Government, in the several pergunnahs and aurungs, is represented to be:

	BGS.	C.	P.
In Pergunnah Tumlook	16,867	1	0
,, Mysaudul	29,787	10	$0\frac{3}{4}$
,, Jellamoottah	10,178	0	0
,, Aurunganugur	6,699	14	$0\frac{3}{4}$
,, Goomghur	17,646	10	$0\frac{1}{4}$
Total	81,178	16	$0\frac{3}{4}$

Amount Khullaree rents and Moshaireh paid to zemindars.

12. In pergunnahs Tumlook, Mysaudul, Aurunganuggur, and Goomghur, these lands are the exclusive property of Government; for those in pergunnah Jellamoottah, Government pays rent rupees 3,692 per annum to the zemindar. The amount of "moshaireh" or compensation annually paid to the zemindars of pergunnah Tumlook for the julpye situated in that aurung is rupees 15,671, and to the Raja of Mysaudul for those comprised in pergunnahs Mysaudul, Aurunganuggur, and Ghoomghur, rupees 22,121.

Disputes regarding the Julpye lands and the probability of their settlement.

13. For several years these julpye lands have been a continual cause of dispute between the agency officers and the zemindars, whose lands adjoin them; a large sum has been expended in their demarcation, but with little or no result in pergunnah Mysaudul, in consequence of the intrigues of the salt officers with the Raja of Mysaudul, who is also zemindar of three of the five pergunnahs comprised in this agency. The original khusra and measurement papers of the late Mr. Mason, on account of the year A.D. 1801, (by which alone the area and boundaries of these lands could have been perfectly identified), are not forthcoming, but such lands in pergunnah Mysaudul as were found by Lieutenant Mathison's survey to be in the undisturbed possession of the Department, are now to be marked off by the revenue authorities of Zillah Midnapore, by embankments or masonry pillars, as belonging to the State, all other parcels being given over to the zemindars. This proceeding will, it is hoped, put an end to further contention.

Concentration of Khullaries on the banks of large rivers and adjacent khauls.

14. It has been for some time an object with this agency to concentrate its khullarees, as much as possible, on the banks of large rivers, or where such is not practicable, to fix them on khauls in their vicinity, in order that the "doolye," or transport operations, may be facilitated and expedited. In carrying out these arrangements, some portions of the "julpye" lands situated at a distance from the khullarees have been given up, though from them Government now derives an increasing revenue, by letting them out on short and easy leases, as mentioned in paragraph 10. The income derived from these cultivated lands, and other miscellaneous sources, amounts to rupees 1,530 per annum, as shown in the subjoined statement, in which are distinguished the "julpye" lands, in the possession of molunghees, from such as are left under charge of the agent. The statement also shows the average rate at which these lands are allotted to the khullarees and choolahs. No great dependence can, it is feared, be placed on this latter calculation, as the same system does not prevail in any two of the pergunnahs, and much depends upon the capabilities of the fuel lands, and their distance from the khullarees. The average, however, in five aurungs appears to be beegahs 24-14-3 per khullaree.

Pergunnahs.	Specification of Julype lands				Revenue derived from Julype lands leased out, including fisheries, ferries, &c.	Average Quantity of Julpye land allotted to Molunghees calculated on their.			
	Distributed among Molunghees.	Cultivated and otherwise appropriated.	Puteet and waste.	Total Julpye.		Khullarees.		Choolahs.	
	Bgs. C. P.	Bgs. C. P.	Bgs. C. P.	Bgs. C. P.	Rs. A. P.	Total Khullarees.	Average Bgs. C. P.	Total Choolahs.	Average Bgs. C. P.
Tumlook	14,297 10 0	339 9 0	2,230 2 0	16,867 1 0	890 15 6	696½	20 13 4 0½	823	17 7 7 0½
Mysaudul	19,809 11 0	...	9,977 19 12	29,787 10 12	...	697½	28 7 13 0	768	25 15 11 0½
Jellamoottah	6,628 0 0	879 4 0	2,670 16 0	10,178 0 0	486 0 10	285	23 5 0 0	282	23 10 0 0
Aurunganuggur...	6,385 17 10	227 7 10	86 9 2	6,699 14 6	143 2 8	291	21 18 14 0	291	21 18 14 0
Goomghur	7,912 0 0	8 14 12	9,725 15 5	17,646 10 1	10 11 0½	270	29 6 0 0	270	29 6 0 0
Total ...	55,032 18 10	1,454 15 6	24,691 2 3	81,178 16 3	1,530 14 0½	2,210½	123 10 15 0½	2,434	117 18 0 6½

Subdivision of aurungs or pergunnahs into Hoodahs.

15. It has been remarked above that this agency is divided into five manufacturing districts or aurungs, and these aurungs, I should state, are subdivided into numerous "hoodahs," or independent jurisdictions, which are placed under the immediate charge of mohurirs, aided by zilladars, chuprassees, and auduldars, some of whom are employed temporarily, and others permanently, to superintend the manufacture, and preserve the julpye within their respective divisions. The whole of these establishments are subjected to the control of a pokhtân or manufacturing daroga, who is responsible for the efficient general management of the aurung under his charge; and to enable him to be constantly moving about, each daroga is allowed a palkee or bearer's allowance for ten months of the year, at the rate of rupees 15 per mensem.

Establishments.

16. To supervise so large a manufacture as from five to nine lacs of maunds of salt, the establishments are necessarily expensive, though they have been during the past few years reduced, as far as is compatible with the efficient working of the agency. On the margin* are given the fixed establishments of each aurung. The "arye pykes" are commonly known as "shikarees," their duty being to destroy wild buffaloes and wild pigs, which are most destructive to the "julpye," and abound throughout the aurungs.

Mofussil bungalows.

17. There are also in different parts of the agency small bungalows for the accommodation of the agent and his assistant, during their periodical and occasional tours, though no establishment beyond a sweeper, who is required also for the purposes of each cutcherry, is entertained at them.

Salaries.

18. The salaries of the pokhtân, or manufacturing darogas, are 80 and 50 rupees a month each, and those of the Mohurirs rupees 5, 10, and 12 each, according to the nature of their duties.

The hoodahs, and establishments entertained in each.

19. There are thirty-seven hoodahs comprised within the five aurungs, viz., four in aurung Tumlook, seven in Mysaudul, nine in Jellamoottah, eight in Goomghur, and nine in Aurunganuggur. Temporarily, during the manufacturing season, the establishments enumerated below are entertained, and these are distributed and located in divisions in different parts of the aurungs, under the charge of mootyan or independent mohurirs. Those officers who are connected with the manufacture are paid for nine months in the year, and those who are concerned in the weighment and transport operations, from five to nine months, according to circumstances; a certain number, however, of the zilladars, chuprassees and pykes are required, and supposed to do duty throughout the year, without any extra pay.

* Pergunnahs.	Darogas.	Karkoon and Mohurirs.	Chuprassees and Sirdars.	Arye Pykes.
Tumlook	1	4	3	1
Mysaudul	1	4	3	1
Jellamoottah	1	4	6	1
Aurunganuggur	1	4	5	1
Goomghur	1	4	8	1

Designation of Officers.	Pergunnah Tumlook.		Pergunnah Mysaudul.		Pergunnah Jellamoottah.		Pergunnah Aurunganuggur.		Pergunnah Goomghur.		Grand Total.	
	Number employed.	Total Salary for period employed.	Number employed.	Total Salary for period employed.	Number employed.	Total Salary for period employed.	Number employed.	Total Salary for period employed.	Number employed.	Total Salary for period employed.	Total Number.	Total Salary.
		R. A. P.		R. A. P.		R. A. P.		R. A. P.		R. A. P.		R. A. P.
Julpye Mohurir	1	60 0 0	..	.. ..	..	.. ..	..	.. ..	..	.. ..	1	60 0 0
Arye Pyke or Shikaree	1	36 0 0	1	36 0 0	1	36 0 0	1	36 0 0	1	36 0 0	5	180 0 0
Dawk Chuprassee	1	30 0 0	1	30 0 0	1	30 0 0	1	30 0 0	1	30 0 0	5	150 0 0
Ditto ditto	1	22 8 0	2	45 0 0	1	22 8 0	1	22 8 0	1	22 8 0	6	135 0 0
Mohurir	1	72 0 0	..	.. ..	..	.. ..	..	.. ..	..	.. ..	1	72 0 0
Zilladar	10	400 0 0	9	360 0 0	9	360 0 0	9	360 0 0	8	320 0 0	45	1,800 0 0
Chuprassees	4	90 0 0	4	90 0 0	1	30 0 0	4	60 0 0	..	.. ..	13	270 0 0
Ditto	6	105 0 0	3	52 8 0	..	.. ..	2	25 0 0	..	.. ..	11	182 8 0
Pyke	14	196 0 0	13	182 0 0	..	.. ..	..	.. ..	..	.. ..	27	378 0 0
Sirdar	7	122 8 0	7	122 8 0	..	.. ..	..	.. ..	..	.. ..	14	245 0 0
Aduldar	32	640 0 0	32	640 0 0	27	540 0 0	27	540 0 0	24	480 0 0	142	2,840 0 0
Bhanga Mohurir	8	240 0 0	9	270 0 0	4	120 0 0	5	150 0 0	4	120 0 0	30	900 0 0
Kyals	8	160 0 0	9	180 0 0	4	80 0 0	5	100 0 0	4	80 0 0	30	600 0 0
Chapadars	48	500 0 0	45	450 0 0	20	250 0 0	25	312 8 0	20	250 0 0	158	1,762 8 0
Barbudary Mohurir	1	60 0 0	1	60 0 0	..	.. ..	..	.. ..	..	.. ..	2	120 0 0
Naib ditto	1	30 0 0	1	30 0 0	..	.. ..	..	.. ..	..	.. ..	2	60 0 0
Churrundars	9	112 8 0	12	150 0 0	9	112 8 0	8	100 0 0	10	125 0 0	48	600 0 0
Roojoonoveesh	3	135 0 0	3	135 0 0	2	90 0 0	2	90 0 0	2	90 0 0	12	540 0 0
Golepahurry	2	25 0 0	2	25 0 0	2	25 0 0	2	25 0 0	..	.. ..	8	100 0 0
Pawnsway, or Boats	..	19 8 0	..	.. ..	..	70 0 0	..	.. ..	..	.. ..	..	89 8 0
Chuprassees	1	12 8 0	..	.. ..	1	15 0 0	..	.. ..	..	.. ..	2	27 8 0
Crossing Ghaut	..	.. ..	..	.. ..	..	.. ..	..	8 0 0	..	.. ..	..	8 0 0
Auxiliary Chowkey Officers to watch suspicious places	4	84 0 0	..	.. ..	..	.. ..	..	.. ..	..	.. ..	4	84 0 0
Head Chapadars	..	.. ..	9	112 8 0	..	.. ..	..	.. ..	..	.. ..	9	112 8 0
Total	163	.. ..	163	.. ..	82	.. ..	92	.. ..	75	.. ..	575	11,316 8 0

Duties of zilladars and other subordinate officers.

20. A zilladar is required to visit daily every khullaree in his beat, to take an account of the salt actually manufactured by each molunghee, and, after entering it in his register, to forward it weekly to his immediate superior, the mootyan mohurir, who passes it on to the daroga. These mohurirs are next in rank to darogas, and are obliged to keep daily registers or diaries of their proceedings, and of any occurrences that may happen; they are also required to be constantly on the move within their divisions. The chuprassee remains among the khullarees under his charge, sees that the molunghees, coolies and others are present, and reports errors of omission and commission on their part to the mohurirs. The pykes and chowkeydars are variously employed. The

Their diaries.

diaries sent in by these mohurirs are regularly checked in the office, and it is the peishcar's duty to examine and report anything which may appear irregular, or requiring special notice. The darogas forward their accounts periodically to the agent. These accounts are carefully examined by the head accountant at the Sudder Office, and with him rests the responsibility of seeing that they are correct in figures and totals, as by them the advances are regulated, and the manufacture is carried on or stopped, as may appear advisable.

System of keeping accounts, and the mode of supplying funds.

21. The salt accounts are kept from October to September. Funds are remitted on the application of the agent, (who is guided by the state of the season,) either from the general Treasury or from the Collector of Midnapore, and are usually supplied during the months of November, January, March and May. The agent, with his head quarters, leaves Tumlook as soon as the salt is all stored at Ghaut Narainpore, either for Calcutta or Midnapore, and as soon as the season will allow, he returns to the station, the climate not admitting of his remaining there during the rains.

Commencement of season's operations.

22. The operations of the season commence usually with the issue of the first advance of cash to the molunghees; the manufacture follows in December, weather permitting, and ends with setting in of the rains, or as soon as the taidad is completed. The molunghees, in conjunction with the mofussil amlah, fix upon some lucky day for commencing their manufacture, or in other words, lighting their choolahs or fires; but the agent puts them out, or closes the manufacture, whenever he pleases.

Advances, and the system adopted in regulating them.

23. The advances are calculated either upon the number of men each molunghee engages to assist him in carrying on his manufacture, or on the quantity of salt he contracts for. In aurungs Tumlook and Mysaudul, the molunghees receive their advances at the rate of rupees 3 for each cooly, and 1 rupee per choolah. In aurungs Goomghur, Jellamoottah, and Aurunganuggur, the other system prevails, the advances being calculated at the rate of 7 rupees per 100 maunds contracted for by each molunghee.

24. The first advance takes place during the last week in November, or early in December, in the presence of the agent or his assistant.* The second is called the ghas or fuel dadun (payment,) and is made in January or February, when care is taken that the advance shall be in proportion to the means of the manufacturer, with reference to his fuel store, the coolies he has engaged, the productive qualities of his khullaree and his other preparations, a rough calculation of the salt actually manufactured by him being at the same time taken. The third advance is usually applied for in April, and is, in fact, an unadjusted cash-payment on account of salt delivered to the agency officers; the season being then so far advanced that the weighments are going on, and each manufacturer's stock in hand is tolerably well known. The last, or fazil, dadun is a settlement of the accounts of each manufacturer.

Settlement of molunghees' accounts, and close of season's operations.

25. As soon as orders are issued to close the operations of the season, all choolahs and boiling-pots are broken up, and an account current, according to a hath-chitta† in the possession of each molunghee or manufacturer, is made out. Agreeably to this account, he receives any balance of cash which may be found to be due to him for salt delivered. This settlement occurs either in May or June, and is a busy time, as the agent is obliged to be careful that no balances are left outstanding on his books, (a thing unknown for the last twelve years), and that each manufacturer receives his proper dues.

Hath-chitta.

26. Great care is taken in paying out the advances. The daroga and sudder officers fill up for each manufacturer, according to his *sowdaputtur* or agreement, a printed ticket or hath-chitta, (supplied from the office), in which are entered his name, number, hoodah, aurung, quantity of salt he contracts to manufacture, &c. These hath-chittas are all sealed and signed by the agent or his assistant, and English registers are kept in the office containing the names and particulars of every molunghee, the number of coolies he engages to employ, &c., &c.

Advances where and how made.

27. When an advance is to be made, the pokhtan darogas, with a portion of their establishments, come into the sudder office in divisions, together with the molunghees of their respective aurungs. These are collected in a large verandah, where each molunghee delivers up his hath-chitta, which is passed on

* See paragraph 27.

† See paragraphs 26 to 28.

to the head mohurir sitting near the treasurer, who examines and enters it in his accounts. The hath-chitta is then made over to the treasurer, who notes it down and gives it to the poddar to be cashed. The sheristadar or peishcar, in turn, sits among these officers. Each molunghee is called up before him, receives and examines his money, and when satisfied that he has been paid in full, retires to an adjoining room. There he waits until one hoodah or a sufficient number of molunghees are collected. The hath-chittas are then taken from the molunghees and arranged consecutively; and on each molunghee being called by name, he appears before the agent or his assistant, (relieving each other), and is required to show his cash, and state the amount received by him. This done, the agent or his assistant, as it may be, signs the hath-chittas, enters the amount paid in an English register, which is kept for the purpose, and returns the hath-chitta to the molunghee, who takes it away home with him.

The general condition of molunghees and the opportunities given to them to make known their grievances.

28. The same process goes on at each advance payment, and the agent thereby has an opportunity of hearing any complaints which parties interested in the manufacture may wish to make known to him. Contrary to common belief, molunghees are anything but a poor weakly race; they live, it is true, in a low country surrounded by malaria, but they have very few grievances. No doubt they are thankful to receive the Government money, but their profits are not sufficient to support them and their families, and hence they all cultivate rice either for themselves or their zemindars, besides manufacturing salt for Government. There is no difficulty experienced in keeping their accounts, and *all* payments as well as *all* weighments of salt received from a molunghee, are regularly entered in his hath-chitta, which he retains in *his own* possession as a check against the agent, no other account or payment being valid or binding upon him or Government.

Descriptions of manufacturers.

29. The manufacturer is commonly called the molunghee, but the terms Etimamdar, Chooleah, and Muzzoor or Coolie, are also applied to the manufacturers. These may be distinguished as the contractor, his superintendent, and his common hired labourer, and they all work in the khullarees more or less.

The number of molunghees and coolies employed.

30. A reference to the records shows that employment is daily given, in the manufacture alone, to no less than 2,303 molunghees and 14,707 coolies.

Mofussil weighment establishments.

31. There is for the mofussil weighments an establishment of 218 men, and at each set of scales there are employed one bhangah mohurir, one kyal and six chappadars, besides molunghees, and others to fetch and carry the salt from the heaps to the scales.

Boats and bullocks employed in our transports.

32. In transporting the salt from the mofussil to the golahs or stores at Ghaut Narainpore, upwards of 500 boats and as many bullocks are engaged; these, on an average of five men to a boat, and one driver to five bullocks, give employment to 2,600 men; so that during the greater portion of the year upwards of 20,000 registered men (see margin),* besides their families and dependants, find employment under Government in this agency alone. In the tabular statement forming Enclosure No. 2, the above particulars in detail, besides other information, which may perhaps prove useful, are given.

Operations, how likely to be affected.

33. In carrying on the manufacture, there is a good deal to contend with. Heavy rains and unseasonably high or low tides greatly impede it. The produce is also affected by fogs and cloudy or hazy weather. At the early part of the season, (as has been elsewhere remarked), especially in December and January, the manufacture is occasionally delayed by the tides not rising sufficiently high to fill the *joorees* (reservoirs), and to afford a supply of water for filtration through the *maidahs* (filterers). Again at the *sajun*, (the season during which the salt lands are prepared), should the spring-tides fail to rise sufficiently high to flood the chatturs, or should rain fall before the submersion is effected, much delay and great loss of time and labour are sustained by the molunghees. If, moreover, the tides from the prevalence of southerly winds are unseasonably high in December and January, and inundate the land, the result is equally injurious, as the water is at this season somewhat fresh.

Precautions taken.

34. In order, however, to prevent the admixture of fresh water from the hills, with that brought up by the spring tides, it is necessary to construct embankments or dams (besides the large dam across the Pertaubkhally at Ghaut Narainpore) across the Roykhally and another small river, the Kalleaghye.†

*

Molunghees	2,303
Coolies	14,407
Boat people	2,500
Bullock drivers	100
Temporary Establishment	575
Purtal or weighment ditto	340
Fixed ditto at Golahs	100
Total	20,325

† The Kalleaghye river is a continuation of the Chabookya and Tengreekhally rivers, or rather the *Huldee* itself, which changes its name three or four times in its course from West to East, until it falls into the Hooghly.

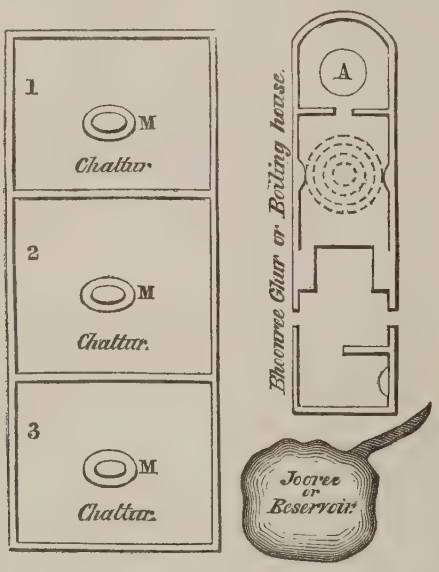
This is done at an expense yearly of about 700 rupees, but often to no purpose, for, should there be heavy rain in January, this bund is very liable to be carried away, when considerable interruption and injury occur to the department. The agent, however, guards against this danger to some small extent, and places the dam well up the river, at a spot where a small branch nulla affords an outlet for any sudden excess or accumulation of water. The width of the dam is made equal to the breadth of the river where it is to be thrown across, and by means of it, numbers of chattur, or salt fields, which would otherwise be left dry, are well saturated with salt-water, and the doolye operations of the season are in every way facilitated. This dam should not ordinarily be constructed until the river water becomes salt, or about the end of January. Up to that time, an outlet is required to allow of the complete drainage of the country on either bank of the Roykhally river, and the commerce of the country by this river route is not unnecessarily stopped by the dam being made at this period.

The salt manufacturing process.

35. Now will be described the process which is observed in the manufacture of salt in this agency; an explanation will be given of the several terms usually met with in the department, as well as of the mode in which each individual connected with it is employed; and in better illustration of the whole, a few sketches of the implements used by the molunghees, together with plans of their boiling-houses, &c., will be added.

A ground plan of a khullaree, with its *maidahs*, boiling-house, *jooree*, &c., &c.

36. A *khullaree* is the spot of ground which is appropriated by the molunghee or manufacturer for his salt-manufacturing purposes: it varies from one-half to three biggahs in extent, according to the number of chattur, or salt fields, he can manage to prepare and look after. Having selected a suitable spot of ground, the molunghee divides it generally into three equal portions, and commences to clear it of every particle of jungle and grass, pulling up the roots, and removing the surface or upper stratum to the depth of a few inches; this soil with the grass, roots, &c., he places all round the fields, or chatturs, forming therewith a sort of bund or embankment, which he makes use of for confining the salt-water, with which he at various times submerges these fields. Great care is, and should be invariably, taken in clearing the chattur lands; for, the good colour and quality of the salt which is produced thereupon, will mainly depend upon this being done effectually. The lands are consequently frequently ploughed and dug up during the rains in July and August, as well as afterwards in October; and a good molunghee, carefully watched by the pokhtan officers, will not allow a weed or vegetation of any sort to be seen on his chatturs. After ploughing, the lands are levelled by a *möye*, or lump-crusher, which is drawn over them by two bullocks with the molunghee or his cooly standing on it. By means of this *möye* all hard particles of earth are crushed and smoothed off, and the fields are then left to the action of the solar rays for five or six days, by which time the saline components of the earth rise to the surface, and are easily visible to the practised eye of the molunghee, in the shape of small blisters which, on being touched, crumble immediately to powder; and then commences what is usually called the ripening of the crop.



The *chappur* process.

37. When the field has arrived at this stage of ripeness, it is trodden down until it is quite even, by seven or eight men placing their feet close to each other, and moving sideways, or up and down in the field in every direction, so that every square inch of ground receives the impression of the men's feet and the weight of their bodies. This process is called *chappakurna*.

The material from which salt is manufactured.

38. About seven or eight days after this process, and a further exposure to the solar rays, all the moisture of the ground is evaporated, and the saline earth becomes as dust on the surface, impregnated with salt, and forms the material from which the salt is manufactured.—*Vide* paragraph 43.

39. In each chattur, at a convenient spot, is dug a reservoir or *jooree* to contain the quantity of salt-water necessary to carry on the manufacture; the molunghee has to be careful in keeping this *jooree* well supplied from the adjacent river or canal on each returning spring-tide, and to effect this he excavates a small drain communicating with the river or canal, through which the salt-water is conveyed at high water spring-tides into the reservoir.

40. For this *jooree* and its drain, from two to four cottahs of land are required, and it is dug to the depth of four or five cubits, one supply lasting for about twenty days' manufacture. During the rains this reservoir or *jooree*, and its drain of course, become filled with fresh rain-water, but about the end of September the molunghee bales it out, clears away the salt that has accumulated, and replenishes it with salt-water from the first springs in October or early in November. Size of *jooree*.

41. The chattur having been explained, the *maidah* next requires to be described. It is prepared in the following manner:—The molunghee constructs a primitive filterer on each chattur, composed of a circular mud wall four and half cubits high, seven and half cubits broad at top, and twelve and half cubits at its base; at its summit is a basin of about one and half cubit's depth, and five cubits' diameter; the bottom is prepared of clay, ashes, and sand; it is extremely clean and hard, and quite impervious to water; a hole is pierced in the centre of this basin, and an earthen pot or *koonree* is carefully fitted thereto, so as to admit of the insertion of a hollow reed or bamboo to connect the basin with the *nād*, or receiving vessel, and which is intended to act as a pipe to draw off the brine from the former to the latter. This *nād* is capable of containing from thirty to thirty-two ghurrahs of salt-water, and is attached to the *maidah*. The *maidah* or filterer with its *koonree* and *nad* attached.

42. Over this *koonree* is laid a light bamboo frame, upon which is placed a layer of straw, and on that again a stratum of the chattur saline earth is thrown, and stamped down hard with the feet.

43. The molunghee with his coolies scrapes the saline earth (*see* paragraph 38) from the surface of his chattur, or salt field, with a scraper called a *khoorpa*, composed of a piece of iron with two wooden handles; he holds this in his hands, and seated on his hams, collects with it all the earth within his reach and around him into small heaps, about five or six feet apart; when several of these heaps are collected, they are carried to the *maidah* in quantities of one-half to two maunds at a time by two men, on a frame-work made of two bamboos and rope network; the men walk up the side of the *maidah* with these *jhoolahs*, and throw the earth over into the hollow or basin of the *maidah*, until it is filled to the brim: twenty-eight to thirty-six loads suffice to do this. Afterwards three or four men stamp it well down with their feet, and throw upon it about eighty ghurrahs* of salt-water, brought from the adjoining *jooree* or reservoir, already described. This quantity of water is, however, poured on the *maidah* at intervals, so as to ensure its not overflowing, but percolating gently and emptying itself, charged with the saline properties of the saline earth already there, through the reed pipe into the *nād* or reservoir (*see* plan above), near the base of the *maidah*. The above quantity of water is calculated to fill the *nād* with about thirty-two ghurrahs of strong brine ready for boiling.

44. After the saline earth has thus been partially deprived of its saline properties, it is taken out by the molunghees in their hands and thrown outside and around the *maidah*, and this refuse earth or *nād* is afterwards found to be useful as a manure, and is scattered by the molunghee over his chattur, with the view to increase its fecundity as a salt producing field.

45. From the aforementioned *nād* or receiver near the *maidah*, the mulunghee carries the brine in a banghy over his shoulder in two gurrahs at a time, and pours it into the *thannah nād* or receiver, previously prepared, which is made capable of holding thirty to forty ghurrahs, and is close to, or outside, the boiling house, where he allows it to settle for about twenty-four hours to precipitate all impurities previous to its being removed for boiling. This is a very important matter, and unless it is carefully attended to, the salt will not turn out pure. When sufficiently clear, it is baled out with ghurrahs and carried into the boiling-house. *Thannah nad* or brine receiver.

46. Towards the end of February, or early in March, if the manufacture has been progressing satisfactorily, the chuttur lands from frequent scrapings become impoverished, and their saline properties nearly, if not entirely, exhausted. The *doosra sajun*.

* The ghurrahs used by the molunghees are the largest sized red ghurrah, each capable of holding about three and a-half gallons.

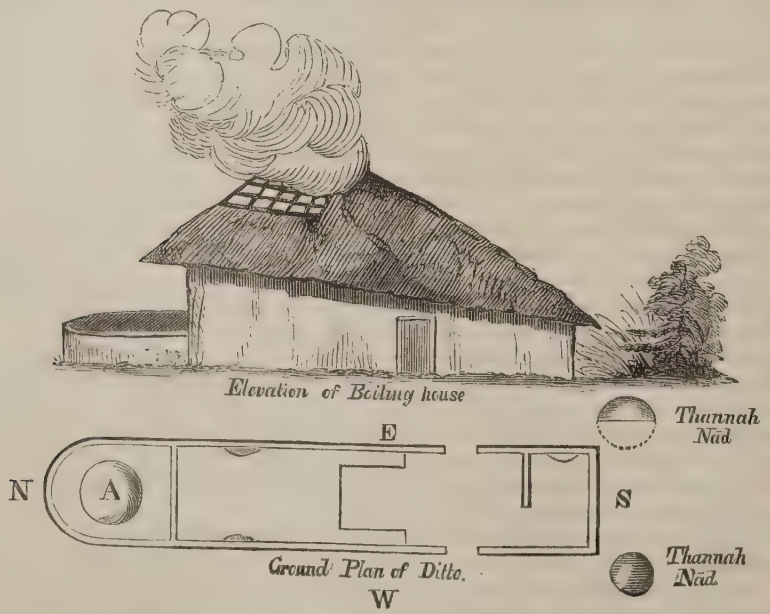
The chatturs then require to be renewed, in order that fresh salt earth may again be collected for replenishing the *maidah;* and then commences that part of the season called the *doosra sajun*, which signifies the re-preparation and re-impregnation of the chattur lands with salt through the medium of submersion. At this period, the same process of weeding, digging, ploughing, smoothing, &c., is had recourse to, as during the month of November, and the old worked-up *maidah* earth, as well as all other refuse from drains, &c., are thrown over the chatturs to increase the strength of the briny soil; after which the spring tides from the nearest rivers are allowed to come in and steep them. At this season (March and April) the river water is more brackish than earlier, and the operation of submersion is repeated three or four times according to the nature of the soil. Once or twice will suffice to saturate and renovate the new earth, if the chattur happens to be near the large rivers where the water contains a larger quantity of brine and saline matter; but it is had recourse to as often as four or five times, when the khullarees are situated a long way inland. If at this rather critical season the lands are properly prepared, and no rain should fall whilst undergoing the process, the chatturs are considered to have imbibed sufficient saline saturation to admit, with occasional submersions during April and May, of their yielding salt till the following February.

Thannahmuttee.

47. The *sajun* occupies nearly a month, during which little salt is made excepting from the *thannahmuttee*, which is an important matter, and should not be overlooked. By this term is meant surplus earth prepared on the chatturs, but which is not immediately required for use, and is collected in heaps in reserve for manufacturing purposes, during wet weather, or whilst the crop or *doosra sajun* is getting ready. The total manufacture in one day during a favourable season, in the five aurungs, has been as much as 9,000 maunds* of salt. The average in January 1852 was 7,031 maunds; in February, 7,014; in March, 2,461, and in April, only 2,690 maunds, when it ought to have been double that quantity.

A *bhoonree ghur* or boiling-house.

48. The *bhoonree ghur* or boiling-house, requires to be noticed as next in order. It is generally situated close to the chattur or salt-fields, and is built north and south. In length it is usually twenty-five or twenty-six cubits, and in breadth, seven to nine cubits; the south wall being about three or three and a-half cubits high, and the north wall six cubits, in order to admit of the furnace being built in the northern half of the building. The southern portion of it contains the baskets and implements of manufacture, and affords room for the molunghee and his coolies to eat, sleep, and rest. About one and a half cottahs of land is taken up in the site of a boiling-house, including the ground necessary for the store of grass and other fuel called the *jullan thanna.*



A *choolah* and a *jhant.*

49. The *choolah* or fire-place, with its curious and conically shaped boiler or *jhānt* is constructed as follows; and there are one, two, or more *choolahs* attached to one khullaree; inside the boiling-house, in its northern compartment, is erected in the usual native way, a mud or earthen furnace, raised from the ground about two and a half to three cubits, as in the sketch; over its centre is the *jhānt*, the diameter of which is about five cubits, it is made quite circular and is usually called a *jhānt chukkur.*

* One maund equals 80 lbs.

Interior of a Boiling house.
North Section.

50. The clay with which this *chukkur* is prepared is extremely hard, and it lasts for many years. On this *chukkur* are arranged very carefully, in circles rising one above the other, in the shape of a pyramid, from 200 to 225 little conical-shaped earthen pots, called *koonrees*, each capable of containing about 1½ seers of brine; these are cemented together merely with the same mud or clay with which the *jhānt chukkur* is made, and this clay hardens around them by the heat of the furnace, until the whole forms itself into a solid pyramid of little boilers, capable of boiling, in from four to six hours, in the aggregate, two basketsfull of salt or from two to three maunds in weight. The contents of these baskets are called a *jāl*, and the fire-place, or *choolah*, is immediately under the *jhānt*.

The boiling process.

51. These little earthen pots, or koonrees, are filled with brine brought from the outside *thannah nād;* the fire is lighted, and the *pokhtan* or boiling commences. When the brine in the *koonrees* is partly evaporated, the Molunghee adds more, with a primitive ladle, made of a cocoanut fixed to a piece of bamboo, which he dips into the *ghurra* of brine placed near the *jhānt*, and so on, till he finds the *koonree* about three parts full of salt; all this time a cooly, who sits on the south side of the *choolah*, is occupied in feeding and keeping up the fire, by means of a long bamboo or two-pronged fork, called a *jalthellee*, with which he thrusts into it fuel, either jungle grass, paddy straw, or brushwood, and all and every kind of combustible matter within his power and means to collect. About as much grass or paddy straw as four men can carry is consumed at each boiling. As soon as the ashes increase, they are pushed through the hole at the back of the *choolah*, by a wooden rake, and are collected outside, in a hollow at the place marked A in the ground plan* of a *bhoonree ghur* given above. After four or five hours' boiling, all the aqueous contents of the *koonrees* having been evaporated in steam, the salt is taken out from them with an iron ladle, and deposited in two baskets, or *joorahs*, which are placed one on each side of the *choolah*, and there it is allowed to drain, whilst the Molunghee repeats the above process for another boiling.

Gachah salt and how made.

52. The drainage from these baskets formerly produced, in a very simple manner, the well known *gachah*, which was for years the perquisite of the Sudder and Mofussil amlah, or officers, as well as of the molunghees. It was of superior quality, was highly valued, and was made in this manner:—the drainage from these baskets was allowed to fall on wisps of straw, shaped often into figures of men, animals, trees, &c., laid for the purpose at a hole or drain in the wall of the boiling-house, the crystals on which, as they formed, became the *gachah* salt. Its manufacture has been long prohibited, as it was supposed to have led to extensive smuggling, but compensation to the extent of 1,758 rupees 8 annas per annum was granted by Government for the withdrawal of the privilege of manufacturing it.

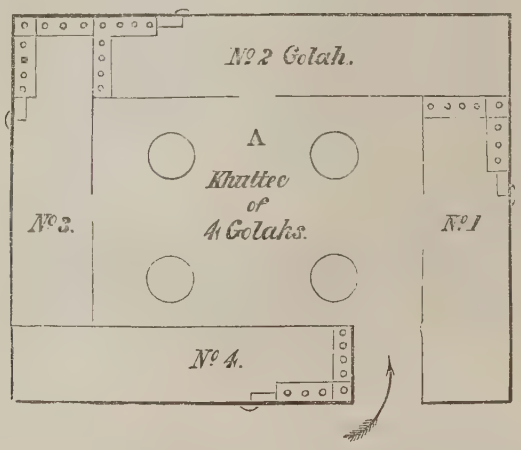
* See paragraph 48.

The *adulling* system.

53. The two baskets of salt just alluded to are then *adulled* or stamped with wooden stamps (of various sizes and shapes) provided the aduldars happen to be within call, after which it is removed to the *khuttee* of the Molunghee, which is generally near his boiling-house, where it is disposed of, as hereafter described.

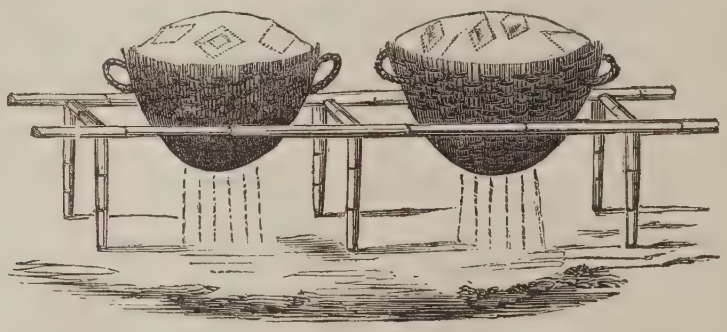
A *khuttee* or compound enclosure.

54. A *khuttee* is usually a square enclosure of various sizes, the centre is slightly elevated, with a slope to the sides, to carry off any moisture that may exude from the salt collected there; the floor is prepared with clay, mud, and sand, well beaten down, and the surface is made as smooth and hard as possible. On the four sides of the *khuttee* are golahs or salt store-rooms, belonging to as many molunghees as there are golahs; the golahs vary in size, but are usually 21 cubits long, 7 broad, $4\frac{1}{2}$ high, and there is but one common entrance to the *khuttee*.



Salt drying process.

55. The two baskets of salt referred to in paragraph 51, and which are placed on either side of the *choolahs*, are now brought inside the *khuttee* and put on bamboo stands or frames, about a cubit or so high. In the two Tumlook



aurungs, they remain in this state only until the evening; but in the other three transferred aurungs, it has been, and is still, the custom to allow them to remain so for twenty-four hours. Should the salt not have been previously *adulled* it is now done, and in some instances the baskets with their contents, in others the contents alone, are removed to the inside of the molunghees' golahs. Here, again, they are left to drain and dry, either on bamboo frames, as before mentioned, or else on the ground. In some of the aurungs this drying process occupies only twenty-four hours, in others as much as a week. The salt thus dried is measured off by a *pherrah** and collected in a heap, at one end of the golah, which said heap is called a *maharas kundy*, and the salt forming it is from time to time duly *adulled* by the officers placed in charge of the *khuttee*.

A Pherrah.

The *maharas kundy*.

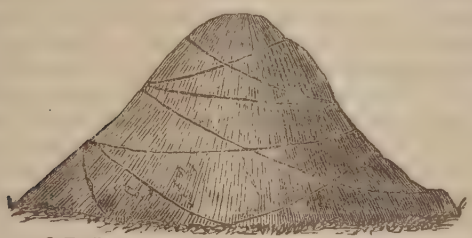
* Dimensions of a *pherrah*, or wooden measure box.

	ft.	in.
Average interior length	1	7·08
Ditto breadth	1	5
Ditto depth	0	11
Contents	2·06 cubic feet, or 3,568 cubic inches.	

56. Previous to the salt being stored in the molunghees' golahs, the floor of the golah is dug up, and the earth mixed with a quantity of ashes, after which it is beaten down hard and made to slope towards a drain, cut along the inside of the wall, by which means the *gewa-rus* or bittern is drained off, and conveyed through a small hole in the wall, into a pit or reservoir dug outside; this bittern is afterwards thrown on the Chattur lands, serving the purpose of manure. Precautions taken before salt is stored.

57. The *maharas kundy* salt is piled up on the hard floor thus prepared, and, with the exception of a lower stratum of a few inches, actually in contact with the ground, and of course more or less discoloured by the oozing bittern, the superincumbent mass generally is, or ought to be, a pure white. When it proves of a whity-brown or reddish tinge it is attributable to the nature of the soil or Chattur land, called *athyalla-muttee*, and which in some *khuttees* produces an indifferent quality of salt. The *maharas kundy*, and the colour of the salt.

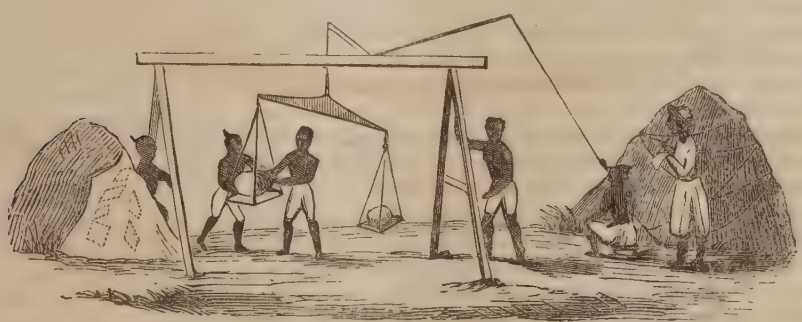
58. As soon as a sufficient quantity of salt has been manufactured and stored in the *khuttee* golahs, time being allowed for all moisture to have tolerably drained off, orders are solicited and issued for the next process, termed *baharkundy*. This is done by the salt being brought out of the golahs and piled up in heaps in the open air, opposite to each molunghees' golah: it is then *adulled* all over, thatched with *joon* grass or straw, and bound round with ropes of the same material, to prevent the high winds disturbing the thatch. Around the base of the heap is placed a layer of clay or mud, which proves useful in absorbing the moisture from the salt, and this layer of clay is changed and renewed three or four times, or as often as it appears to have become moistened. It remains in this state *baharkundied*, for the purpose of drying, for about a fortnight, and on the orders of the agent being received, it is weighed. Then follow the Mofussil *bhangah*, or weighments. *Baharkundy*.



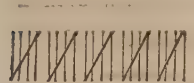
A Bahur-Kundy or heap of Salt thatched over pending Weighment.

59. The salt being now tolerably dry, and the excavations of the Bankah Nullah and Narainpore khaul, being, or on the eve of being, completed, the mofussil *bhangah*, or weighments, are allowed to commence: say, the end of February, or more generally in March, and it may be somewhat earlier in Pergunnah Goomghur. *Bhangah* weighments.

60. A large wooden frame supporting an iron beam with a pair of wooden scales (introduced, I believe, by the late Mr. H. Torrens, while Secretary to the Board of Customs, Salt, and Opium) with brass maund weights, baskets, &c., Plan of a set of scales and weights, and how worked.



are placed in front of the *kandy* or heap, a coarse *chuttee* or gunny-cloth being spread near the scales to preserve the salt from dirt. A *kyal* or weighman, with a proportion of men called *Chapadars* (five or six to each scale); a *bhangah mohurir**; a man on the part of the Pokhtân darogah, who keeps the tally on a piece of paper called a *teepah*, scoring it off as per margin, each stroke counting for one basket. The molunghees concerned and some of the Pokhtân amla attend at the scales and watch this process. The salt is weighed, maund by mauud, by the kyal; he also keeps his own tally, by spreading a small quantity of salt on the ground before him, and making holes in rows of fives with his finger, thus: Each dot equals one maund, or turn of the scale. An empty basket is placed over the brass maund weight in one scale, and a corresponding basket filled with salt is placed in the opposite side. A head chappadar stands



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* This officer checks and writes down the weighment on the part of the Darogah.

close to the scale, in which is placed the basket of salt, to which he adds or takes from a few chittacks* or seers, according to the sing-song indications of the old kyal or weighman, who, to a tune of his own, sings nearly as follows:

"Ramgopauley Punjaré
Mal deeté hobé Punjaré
Juldee chulo, Bhueyaré
Ek paw deeté hobé Punjaré;"

and so on, as fast as possible, the scales being turned at every twenty-five or fifty maunds, according to the number of baskets used.

The commencement of darogah's responsibility.

61. The salt thus weighed is from that moment the property of Government and at its risk, the Pokhtân darogahs becoming responsible for it until they deliver it to the officers at Ghaut Narainpore. These officers are allowed a per centage of two and a-half per cent. for spillage, wastage, and dryage, and of late years it has been found that this allowance has more than covered the deficiency or difference between the Mofussil and Sudder Ghaut weighments.

Speedy transport necessary after weighment.

62. As soon as a convenient quantity has been weighed off, the salt is heaped up, *adulled* with the *aduls* of the bhangah mohurir and kyal, thatched over in the same way as has been already described,† and it remains in the khuttees, unless it can be immediately laden on boats, which should be ready, if possible, in the rivers or canals near at hand to convey the salt without delay to the receiving golahs at Narainpore. The doolye or transport of the salt, after it has once been received from the molunghees, cannot be effected too expeditiously to Ghaut Narainpore, as by so doing a tolerably good check is placed on smuggling, and the door is shut to chicanery and fraud, while Government are often saved great risk and loss of salt, by its not lying exposed in the aurungs to May gales and bad weather.

The use of the hath-chitta.

63. The quantity of salt delivered by each molunghee from his golah to the manufacturing darogahs at the Mofussil bhangah is regularly written down in his hath-chitta, in juxtaposition with the amount of cash he has received from Government as advances for the manufacture, and his *fazil dadun* accounts are eventually calculated thereupon.

Transport — preliminary measures.

64. Having disposed of the process observed in the manufacture, the preliminary measures carried on by the department for the transport of the salt from the aurungs to the sudder stores at Ghaut Narainpore must next be detailed.

Water communication to be carefully attended to.

65. It has been stated in paragraph 62, that as soon as the salt is weighed over to the Mofussil officers, it should be transported to the head store golahs at Ghaut Narainpore; but previous to commencing upon these operations, it is necessary to be careful that the water communication is all perfect, as the *doolye* depends entirely on the khauls and canals being clear and properly excavated.

The Pertaubkhally canal, its excavation and tolls.

66. The principal channel of communication, through which the greater portion of the salt is brought from the aurungs to Ghaut Narainpore, is the Pertaubkhally canal; it runs according to compass nearly north and south through Pergunnah Tumlook, and connects the river Roopnarain with the Tengreekhally. The excavation of this khaul is a matter of great importance to the department, and the executive engineer of the division has charge of it. It is dammed up, however, about Christmas every year, nearly opposite to the golahs at Narainpore, in order, first, that a spacious and deep basin, for boats to anchor in whilst delivering their cargoes at the golahs, may be formed, and secondly, that the tides may be prevented entering the khaul from the River Roopnarain. By this means the water from the Huldee becomes confined in the khaul at its north-eastern entrance near the cross dam; otherwise the tide would run out at both ends, and leave the canal dry at low water.

The canal when open.

67. This canal is open to the public during the rains, and affords water communication from Calcutta to Midnapore *viâ* the Roykhally and Cossye rivers. The annual cost of its excavation during the past five years is given in the margin.‡ Whilst it remains open, tolls are collected on boats passing

* Fractional parts of a maund: 16 chittacks = 1 seer; 40 seers = 1 maund.

† *Vide* paragraph 58.

‡ Year.	Total Expenses.	Date of Opening Canal.
1848	1,298 5 10	27th February.
1849	1,774 10 11½	21st ,,
1850	3,691 5 6	16th March.
1851	4,111 13 9½	15th ,,
1852	4,621 2 11¾	14th ,,
Total ..	15,497 7 0¾	

through it, and annexed is a memorandum of these collections during the past five years.

Year.	Amount of Tolls collected from Salt-boats.	Amount of Tolls collected from Boats otherwise Laden.	Total of Collections,
1847-48	39 5 0	796 1 9	835 6 9
1848-49	47 4 6	618 0 3	665 4 9
1849-50	30 4 6	274 9 0	304 13 6
1850-51	44 7 2	368 13 7	413 4 9
1851-52	98 13 0	201 13 6	300 10 6
Total ..	260 2 2	2,259 6 1	2,519 8 3

The Bankah Nullah canal; its excavation and tolls.

68. The next canal of importance is the Bankah Nullah, situated in a parallel line eleven miles south-east of the Pertaubkhally, between the rivers Roopnarain and Huldee; a portion of the salt manufactured in aurungs Goomghur and Mysaudul (in which latter aurung this khaul is situated) is transported in boats through this canal into the River Roopnarain, and thence to Ghaut Narainpore. It has been always excavated, and the tolls, &c., collected by the agent, in his capacity of Collector of tolls ex-officio, under Regulation XVIII, of 1806. During the rainy season, and when not closed for the purpose of excavation, this canal affords a short cut, and a safe passage for boats of all descriptions proceeding from Calcutta to the westward towards Midnapore, as well as to the southward in the direction of Kedgeree and Hidgellee; and, besides this public advantage, there are a great number of khullarees situated on either side, as well as on the numerous small water-courses which empty themselves into it, all of which benefit by the canal being efficiently excavated.

69. The charges incurred, see margin,* in excavating this canal are annually increasing, owing to the enormous quantity of silt which has been dug out of it during the last half century, and the difficulty which consequently is now experienced in disposing of it.

70. The tolls have of late fallen off very considerably, see margin,† owing to the salt golahs at Ghaut Terropykeah and at other places formerly attached to Hidgellee having been abolished, and the thoroughfare not being so much had recourse to as formerly, when those stores were open to the salt merchants and public.

*

Year.	Expenditure on Excavation.	Fixed Establishment.	Total Expenditure.
1841-42	1,725 13 10	588 0 0	2,313 13 10
1842-43	1,725 2 9	588 0 0	2,313 2 9
1843-44	2,157 0 7	588 0 0	2,745 0 7
1844-45	2,147 5 4	588 0 0	2,735 5 4
1845-46	2,205 14 0	588 0 0	2,793 14 0
1846-47	2,081 2 3	588 0 0	2,669 2 3
1847-48	2,086 9 0	588 0 0	2,674 9 0
1848-49	1,867 9 5	588 0 0	2,455 9 5
1849-50	1,808 15 6	588 0 0	2,396 15 6
1850-51	1,900 11 5	588 0 0	2,488 11 5
1851-52	2,659 3 1	588 0 0	3,247 3 1
Total ..	22,365 3 2	6,468 0 0	28,833 3 2

†

Year.	Amount of Tolls collected from Salt Boats passing through the khaul.	Amount of Tolls collected from other Boats.	Total Collections.
1847-48	7,827 6 0	844 10 5	8,672 0 5
1848-49	5,469 8 6	1,259 13 6	6,729 6 0
1849-50	626 11 6	1,919 1 6	2,545 13 0
1850-51	206 13 0	1,654 1 9	1,860 14 9
1851-52	41 10 6	1,676 1 3	1,717 11 9
Total ..	14,172 1 6	7,353 12 5	21,525 13 11

The Hooghly route.

71. Independent of the aforementioned two canals, viz., the Pertaubkhally and Bankah Nullah, the Goomghur darogah transports to Ghaut Narainpore some portion of the Goomghur salt by the Hooghly, round by Diamond harbour and up the River Roopnarain. If the southerly breezes are not very violent, and the river is not very rough, this passage is available during the latter part of January, and throughout February, but boat manjees do not approve of the route, and a good deal of trouble is experienced in making them come by it at all.

The period required for the transport.

72. Experience has shown that seven full or new moon spring-tides are required to collect at Ghaut Narainpore the season's produce, without reference to the quantity* which may be brought there by the Hooghly route. As much as 1,75,000 maunds have been conveyed by one tide, but the following table shows how the transport has been managed during the two past seasons, and considering the means of transport, and the little loss sustained by wreck, &c., of boats in transit, it speaks well for these operations.

1850-51. Number of Tides.	Salt.	Boats.	1851-52. Number of Tides.	Salt.	Boats.
1st Tide, ending 25th March, 1851, including Goomghur salt	1,12,243	493	1st Tide, ending 17th April, 1852, including Goomghur salt	2,02,679	978
2nd Ditto ditto 7th April, 51.	1,49,984	725	2nd Ditto ditto 1st May, 52.	1,25,147	694
3rd Ditto ditto 21st ditto 51.	1,22,561	581	3rd Ditto ditto 18th ditto 52.	1,74,677	905
4th Ditto ditto 8th May, 51.	1,61,808	789	4th Ditto ditto 31st ditto 52.	1,50,282	826
5th Ditto ditto 20th ditto 51.	1,17,567	626	5th Ditto ditto 15th June, 52.	48,856	266
6th Ditto ditto 6th June, 51.	1,26,107	646	6th Ditto ditto	..	..
7th Ditto ditto 30th ditto 51.	1,22,619	608	7th Ditto ditto	..	..
Total	9,12,889	4,468	Total	7,01,641	3,669

The transport route.

73. The salt of the past season was transported to the Ghaut by the under-mentioned routes :—

	Salt.	No. of Boats.
	Maunds.	
By the Hooghly and Roopnarian rivers route	27,690	70
Up the Huldee and through the Pertaubkhally ditto ..	5,90,558	3,333
Up the Huldee and through the Bankah Nullah ditto ..	83,393	266
Total	7,01,641	3,669

The *doolye*, or transport operations.

74. The mode adopted for transporting the produce from the aurungs to Ghaut Narainpore is now to be explained.

Boat contractors and advances.

75. The manufacturing darogahs arrange with a certain number of *khuttwahs* or boat contractors for the transport of the salt of their respective aurungs, and when the advances are being made to the molunghees these men are brought to the office for the purpose of receiving their dues. Each khuttwah receives from the agent a hath-chitta, showing the amount paid to him, the number of boats he is to supply, &c., and every payment is countersigned and made in the presence of the agent or his assistant. It is then entered in an English register kept for the purpose, in the same manner as is observed with the molunghees' accounts.

Transport contract rates.

* About 30,000 maunds.

76. The charges vary, as per margin,* from rupees 4-8 to 1-4, for the transport of 100 maunds of salt from the hoodahs in which it is manufactured to Ghaut Narainpore, the labour of loading the boats in the aurungs, unloading them, thatching, and collecting the salt in heaps at Ghaut Narainpore, being included in these rates; and arrangements are made for the contract, during each season, of about 500 boats, as per particulars given below:—

Pergunnahs.	1850. Number of Boats employed.	1851. Number of Boats employed.	1852. Number of Boats employed.
Tumlook	115	134	131
Mysaudul	119	119	123
Jellamoottah	52	83	85
Aurunganugur	62	74	81
Goomghur	60	60	80
Total	408	470	500

77. The darogahs regulate the description of boats, and the agent is not very particular as to their size or number, provided the *doolye* or transportation progresses expeditiously. Advances are made in aurungs Tumlook and Mysaudul, at the rate of 35 or 40 rupees per boat, but in the three other aurungs they are entirely calculated on the tonnage of the boats engaged. The darogahs take security from the khuttwahs, and are themselves personally responsible for the advances, as also for the conduct of the boat people.

Size of boats and the rates of advance.

78. Where boats cannot get close to the molunghees' khuttees (which occurs in aurungs Mysaudul and Aurunganugur) the salt is laden on bullocks at the expense of the molunghees, and conveyed to the river side or bank of the canal, to some convenient spot which is selected and prepared for the purpose, and is called a *thannah khuttee;* here the salt is collected in large heaps, adulled, and thatched as particularized before, or else it is put on board of boats, which should be in readiness there to receive their cargoes. This is called the *tukrar doolye*,† and at times it causes great annoyance, for though the molunghees know full well that all extra expense in removing their salt to the river or khaul side is to be borne by them, (otherwise their khullarees would be abolished,) they invariably contest the matter regularly every year. About 500 bullocks are daily employed in this mode of land transport.

Tukrar doolye and thannah khuttee.

79. After the salt in the aurungs is laden on board the receiving boats, it is adulled or stamped all over by the aduls of the local officers; the boats are placed in charge of churrundars, 8 or 10 boats to one churrundar or chupprassee, and despatched to Ghaut Narainpore. The manjee of each boat holds

Churrundars, and boats in transit, how guarded.

* Pergunnahs.	From Hoodah to Ghaut Narainpore.	Rate allowed on 100 Maunds transported. RS. A. P.
Tumlook	Sewrabereah .. .. Burgodah Lychunpore	1 4 0
	Ausuan on the Tengreekhally..	2 11 0
	Ditto at Chundyakhall	2 15 0
Mysaudul	Teeroparah, including Tereoparah and Western and Eastern Goomye	3 0 0
	Kanchunpore and Teeroparah, including Etamuggrah and Kessubpore	2 14 0
	Essurdah .. .. Banskhanah	3 4 0
Jellamoottah ..	Joychunderbar	2 15 0
	Boora-Booree	2 11 0
	Tengreekhally and Bhogobankhally	3 0 0
Goomghur ..	From Talpattykhal to Sewrabereah, including 1st and 2nd Divisions of Goomghur	4 8 0
	From Sewrabereah to Ballyghattah, including 1st Division ..	3 8 0
	From Ballyghattah to Teroopakyah Chuch Markhutty, including various Divisions	3 4 0
Aurunganugur ..	From Teeroopakya to Patgodah	2 14 0
	All alike	2 15 0

† Disputed transport.

ticket, and a chellaun or register of every day's despatch is sent in to the intendant or receiving officer at Ghaut Narainpore. The tickets are made to tally with the chellauns; in the former, the quantity of salt put on board each boat, the name of the molunghee who manufactured it, the manjee's name, and other matters, are entered.

Roojoonovees, their duty.

80. Each Pokhtân darogah is permitted to nominate and employ at Ghaut Narainpore, at the expense of Government, two or three confidential men as *roojoonoveeses*, whose duty it is to receive charge of the salt from the churrundars as it arrives at the Ghaut, and to be present at the Ghaut weighments on the part of their respective darogahs. As soon as any salt boat reaches the Ghaut, the manjee and the churrundar in charge inform the Ghaut officers of it, whereupon a spot for landing the salt is pointed out to them; each boat is then carefully examined by the Ghaut officers to ascertain that the aduls or stamps on the heaps have not been disturbed, and if all is right, the salt of that particular chellaun is heaped (*baharkundied*) in one place. The boatmen then thatch it over carefully with grass, brought with them from the Mofussil for that purpose, and exactly the same measures are taken for its protection as those mentioned in paragraph 58.

The quick despatch of empty boats to aurungs necessary.

81. As soon as boats have discharged their cargoes at Narainpore, they are sent back, under charge of churrundars, as quickly as possible to the aurungs, to bring in another cargo; and so on, as long as the tides will permit the free navigation of the khauls. During a portion of the neap tides even, a smaller description of boat brings on the salt from the *thannah khuttees* on the banks of the Pertaubkhally canal, so that no time is allowed to be lost.

Period allowed for *baharkundy* at Ghaut Narainpore for the purpose of drying the salt.

82. The *kundy* or heap thus deposited at the Ghaut, remains intact, as a general rule, about fifteen days, before it is weighed and stored in the golahs. An exception is made, however, when the salt is found to be tolerably dry, or the weather is threatening; but of late, there has been such a great and constant demand made by the merchants for the salt of this agency, that the agent has been compelled to store it as expeditiously as possible, in the endeavour to satisfy the run upon the Ghaut. A golah, now-a-days, is no sooner stored, than it is forthwith opened for delivery, and nearly one-half of this season's produce was sold in one day.

Furtal weighments at Ghaut Narainpore.

83. The salt already collected in the *khuttees* being sufficiently dry, and another fleet of boats being expected at Ghaut Narainpore, the process called the *purtal* weighments, and the storing of the salt in the golahs commence.

The Ghaut *khuttees*, golahs, &c.

84. At Ghaut Narainpore, there are three *khuttees* or enclosures, two on the north, and the third on the south side of the Narainpore canal: a wooden bridge connects them. The two former, viz., the *khazana-khuttee* and *roogoonath-khuttee*, are surrounded with one embankment without any division between them; the latter, or *nya-khuttee*, is a part, and is similarly enclosed. In the centre of these *khuttees* stand the salt golahs. In the *khazana-khuttee* there are five golahs, capable of holding 3,50,000 maunds of salt; in the *roogoonath-khuttee* can be stored 4,50,000 maunds in fifteen golahs; and in the *nya-khuttee* there is room for 6,50,000 maunds in fourteen golahs. A golah is a long building supported on strong wooden pillars, with a mud wall about four or five feet high all round; a very thick grass roof, wholly impervious to rain, covers it, and at either end there are doors.

Ghaut weighments—how carried on.

85. The weighments are carried on in the same manner as is explained in paragraph 60 of this memorandum. They are attended to by the intendant and the Ghaut officers, in the presence of the *roojoonoveeses* or confidential agents of the Pokhtân darogahs. Each *khuttee* is usually placed under the charge of one of the head Ghaut officers: the weighments into each golah are carefully checked and kept, and the intendant is responsible for everything which occurs at the Ghaut. The agent and his assistant are usually twice every day at the Ghaut during this very busy season, and oftener when necessary, their presence being particularly required to see that the salt is dry and good, and that the weighments are going on correctly, and, if there should be any disputes, to adjust them. There are generally at work ten sets of scales, and from 15,000 to 20,000 maunds of salt per diem can be stowed away; but as the golahs fill, the work goes on slower, though generally the salt received by one tide, is cleared off before the despatch by the next tide reaches the Ghaut.

Scales by whom worked—rate paid for, and mode of storing.

86. A set of scales is usually worked by the men noted below,* and they are paid at the rate of three rupees for every 1,000 maunds stored, including all expenses. A basket is filled from the adjacent *kundy* or heap, put into the scales, weighed to one maund, then taken out, upset into another basket and carried direct to the golahs, opposite to each of which a large wisp of straw is placed, and upon this wisp some ten or a dozen coolies wipe their naked feet, enter the golah and *remain there* to receive the baskets brought to the door by the outside coolies, who at the threshold, transfer them to those inside; these

* A kyal, six chapadars, one goolpahurry, one teepanovees, one roojoonovees, besides coolies, &c.

men walk up over the heap of salt, and having deposited their load, return the empty baskets to the outsiders, who have, in the meantime, brought to the door their baskets re-filled with salt from the scale; and thus, the object of preventing dirt from the feet of the coolies being trampled into and mixed with the salt, is in some measure attained, while the process of storage, from there being so much method and regularity at the Ghaut, proceeds without the slightest interruption, although there are from 1,000 to 1,500 men employed in emptying boats, weighing salt into golahs in one *khuttee*, delivering it out to merchants in another, &c.

87. As the sale of the salt depends chiefly upon its good quality and colour, every endeavour is made to keep it as clean as possible, and it only twice comes in contact with the ground or mud floor, viz., once in the Narainpore *khuttee* and again inside the golah, though this does not much affect its colour; some salt must however be spilt on the ground in transitu from the heap to the golah, but it is small in quantity, and when this spillage and the sweepings are found too dirty to put in a golah, they are thrown away, or if another golah is about to be filled, this, as well as any inferior salt, is placed at the bottom, to serve as a foundation.

Care taken to preserve the good colour of the salt.

88. As soon as any golah is filled, the mass of salt is adulled or stamped all over with the intendant's adul, after which the agents *guy*, or check adul, is affixed thereupon. The golah is then closed in the presence of the agent or his assistant, the doors, one at either end, are sealed with the agent's seal and fastened with two padlocks, the key of one lock together with the adul, remaining in the intendant's possession, and the key of the other locks, together with the seal and check adul, remaining in charge of the agent.

Golahs when filled, how adulled and closed.

See Revenue Board's Circular, September 20, 1851.

89. The whole of the salt stores at Ghaut Narainpore, are under the exclusive charge of the intendant, who receives a salary of rupees 250* per mensem, a wastage allowance of 2½ per cent., to cover deficiencies arising from atmospheric causes, being also granted to him. Some years since, this allowance was considerably exceeded, but of late, the average† deficit on the out-turn weighment of each golah, has not been above a few maunds, so that neither the Government nor the intendant have lost anything.

Salt stored at Narainpore is kept under charge of the Ghaut intendant.

90. No salt is sold by the agent, but for the supply of this district under the retail‡ system which is in force; and, with the exception of about 20,000 maunds which are required for this purpose, the whole stock is advertised for sale in the *Calcutta Gazette*. The rate at present is fixed at rupees 318 per 100 maunds, and it is disposed of at the office of the Board of Revenue in the following manner.§

Salt how sold.

91. When any merchant is desirous of purchasing salt, he pays into the General Treasury the amount of his contemplated purchase at the above rate; in return, he obtains a receipt which he presents with a written application at the office of the Board of Revenue, and, in exchange, he receives a document called a *char*, *tunkha*, or delivery order on the salt agent of Tumlook, to deliver over to the merchant the quantity of salt he has purchased and paid for, a *rowannah* or pass to protect the salt, (after delivery) in transit through the salt chowkeys or preventive limits, being simultaneously granted to the purchaser by the Board of Revenue.

Sales of salt at the office of the Board of Revenue—how effected.

92. On presenting the *tunkha* and rowannah at the office,‖ an order is written on the back of the *tunkha* for the intendant at Ghaut Narainpore to have the quantity of salt specified therein, weighed off to the merchant, or his goomastah; and as soon as the goomastah has procured boats, carts or bullocks, as the case may be, he takes delivery, and grants a receipt for the salt, after which a chellaun is granted to him, from the agent's office (on return of the *tunkha* from the intendant) showing particulars of the salt, mode of transport, &c.

Delivery orders.

93. Merchants are allowed to keep their salt purchased from the golahs, uncleared, and undelivered for 90 days, after which period they are obliged to pay golah rent to Government at the rate of 4 rupees per mensem for every 100 maunds. *Tunkhas* and rowannahs issued by the Board of Revenue,¶ are purchased and sold in the Calcutta markets like any other Government acknowledgment, and no small profit is obtained by these transactions.

Period merchants may keep their salt in the Government Golahs

* £25 sterling.

† See Enclosures Nos. 3 and 4.

‡ There are nine retail venders paid by Government for the sale of salt throughout the agency. The rate at which the salt is sold, is at present fixed at 2 rupees 12 annas per maund of 80 lbs., and there are two Ghauts at which the salt may be purchased.

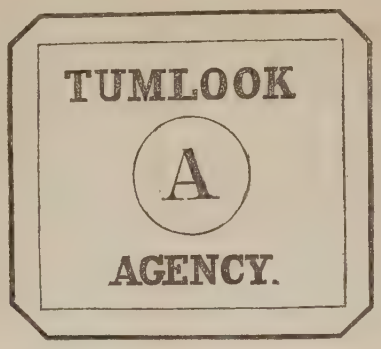
§ This is written subject to correction by the Board of Revenue.

‖ At Tumlook.

¶ See notice issued by the late Board of Customs, Salt and Opium, dated 30th April, 1844.

Salt boats how cleared.

94. The cargoes of boats laden at Ghaut Narainpore, are stamped* over by the nazir of this agency, with an adul of the device given on the margin, and seals are affixed to all bags of salt transported by land on carts, or by bullocks.



Daily advices of sales.

95. Daily advices are received from the Board of Revenue, of such sales as are effected at their office and registers are kept of all rowannahs and chellauns which pass through this agency; these two documents are kept with the salt under charge of manjees of boats, or churrundars, but "*chars*" or "*tunkhas*" are forwarded monthly to the revenue accountant, as vouchers in proof of the deliveries of salt from Ghaut Narainpore.

Boats when cleared are no longer under the control of the agent.

96. As soon as boats are cleared and passed at the Ghaut,† they are no longer under the control of the agent, but come under the surveillance of the chowkey or preventive department, which department is quite distinct from the agency. The agent is, however, ex-officio superintendent of salt chowkeys within his own limits, and an establishment of six darogahs and four independent mohurirs, aided by a staff of 32 chaprassees and 74 chowkeydars, is entertained in this division for the suppression of smuggling, and to prevent the vend of contraband salt.

Superintendent of salt chowkey establishment.

HENRY C. HAMILTON, *Agent.*

* This process is had recourse to, to protect the salt through the Preventive Station limits—and the centre letter is changed from time to time, information of the same being regularly forwarded to superintendents of Salt Chowkeys.

† At Narainpore.

Inclosure No. 1.

Salt Out-turn during 1850—51 and 1852.

Pergunnahs.	Last *coot* rendered to Board in			Salt actually manufactured.			Net Salt delivered at Ghaut Narainpore and Terropakyah.			Salt lost by wreck, or in any other way in			Spillage, Wastage, &c., in			Total loss in			Net payment for Salt actually manufactured			Average rate per maund after charging all expenses at the Agency in		
	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.	1850.	1851.	1852.
Tumlook	2,21,558	2,39,372	1,75,909	2,55,714	2,85,134	2,09,725	2,53,785	2,83,422	2,08,685	1,362	139	186	567	1,573	854	1,929	1,702	1,040	Rs. A. P. 1,11,874 14 0	Rs. A. P. 1,24,746 2 0	91,805	Rupees g. c. 0 9 4 7	Rupees 0 8 11 6½	Rupees 0 9 14 14½
Mysaudul	2,25,101	2,39,227	1,74,706	2,67,960	2,65,172	2,03,454	2,53,845	2,63,567	2,03,009	12,946	587	..	1,169	1,018	445	14,115	1,605	445	1,27,232 14 8	1,16,012 12 0	89,102			
Goomghur.....	70,937	96,446	73,088	74,318	1,02,996	80,736	61,448	1,02,821	80,010	12,825	..	665	44	175	51	12,870	175	724	32,514 6 1	45,060 12 0	35,362			
Aurunganuggur .	1,13,472	1,12,697	88,809	1,22,208	1,21,390	1,00,175	1,21,130	1,21,271	99,942	895	..	48	183	119	185	1,078	119	233	53,466 5 3	53,108 9 0	45,826			
Jellamoottah....	1,10,844	1,28,903	96,868	1,23,066	1,47,142	1,12,605	1,22,861	1,46,716	1,12,159	..	250	223	205	175	222	205	425	446	53,841 11 3	64,375 0 1	49,264			
Total	7,41,912	8,16,645	6,09,380	8,43,269	9,21,835	7,06,695	8,13,069	9,17,798	7,03,805	28,029	976	1,123	2,170	3,061	1,767	30,200	4,037	2,890	3,68,930 3 3	4,03,302 13 10	3,09,322			

Manufacture closed in 1850 on the 31st May, 1850, a very sickly, though dry, season.

Ditto closed in 1851 on the 5th June, 1851, a very dry April and May.

Ditto closed in 1852 on the 10th May, 1852, an extremely wet ditto.

Tumlook Salt Office,
September 23, 1852.

HENRY C. HAMILTON, *Agent.*

Inclosure No. 2.

STATEMENT showing the number of Khullarees, Choolahs, and Maidahs worked, and of Molunghees, Coolies, Boats, Bullocks, &c., employed, within the Tumlook Agency, together with the quantity of Salt to be manufactured in each Hoodah.

Specification of Khularees, &c.	Pergunnah Tumlook. Hoodahs.				Pergunnah Mysaudul. Hoodahs.							Pergunnah Jellamoottah. Hoodahs.								
	Shaorabareah.	Burgodah.	Lychunpoor.	Ausnan.	Western Goomye.	Eastern Goomye.	Terroparrah.	Conchunpoor.	Cassubpoor.	Essurdah.	Banskhanah.	Joychunderbar, 1st Division.	Joychunderbar, 2nd Division.	Joychunderbar, 3rd Division.	Boorabooree, 1st Division.	Boorabooree, 2nd Division.	Boorabooree, 3rd Division.	Tengrakhallee, 1st Division.	Bhogobankhallee, 1st Division.	Bhogobankhallee. 2nd Division.
Khullarees, or spot of ground appropriated by the molunghee for his manufacture	183 1/6	67 3/4	126 1/2	319	143 3/4	116	145 1/4	84 1/4	86 1/2	65 1/4	56 3/4	31	29	35	29	31	37	27	35	35
Choolahs, or furnaces, including boiling houses..	230	89	148	357	176	112	161	88	93	78	60	31	29	34	29	31	36	27	34	35
Maidah, or filterers ..	506	182	346	883	356	292	353	221	232	175	175	122	119	131	117	132	125	141	180	157
Molunghees, manufacturers..	206	82	118	293	169	110	160	88	92	78	60	31	29	34	29	31	36	27	35	35
Coolies, labourers	1,222	491	896	2,132	917	626	832	527	511	412	332	222	203	217	215	238	251	224	272	269
Sowdah, or quantity of salt to be manufactured in each Hoodah	64,000	19,000	48,400	1,18,600	55,750	34,800	32,400	32,950	34,000	21,500	18,300	12,300	10,325	8,425	10,725	15,775	15,800	14,350	17,450	14,850
Boats..	..	131	..	..	..	..	123	..	..	..	..	..	..	85	..	..	..	..	..	..
Bullocks	..	..	..	..	..	..	150	..	..	..	..	..	..	..	..	..	..	..	..	..
Temporary establishment ..	..	163	..	..	..	..	963	..	..	..	..	..	..	..	82	..	..	..	..	..

Inclosure No. 2—Statement *continued.*

Specification of Khullarees, &c.	Pergunnah Goomghur. Hoodahs. Southern, 1st Division.	Ditto, 2nd Division.	Eastern, 1st Division.	Ditto, 2nd Division.	Northern, 1st Division.	Ditto, 2nd Division.	Western, 1st Division.	Ditto, 2nd Division.	Pergunnah Aurunganuggur. Hoodahs. Aurunganugur.	Natnan Eastern, 1st Division.	Ditto, 2nd Division.	Ditto, 3rd Division.	Natnan Western, 1st Division.	Ditto, 2nd Division.	Arashall, 1st Division.	Ditto, 2nd Division.	Debakurpoor.	Total.
Khularies or spot of ground appropriated by the molunghee for his manufacture	30	17	36	37	32	38	47	33	32	34	35	32	32	26	29	23	48	2,344½
Choolahs or furnaces, including boiling houses..	30	17	36	37	32	38	47	33	32	34	35	32	32	26	29	23	48	2,439
Maidahs or filterers ..	108	72	121	152	97	110	167	122	137	145	157	150	146	128	127	88	168	7,140
Molunghees, manufacturers..	30	17	36	37	32	38	47	33	32	34	35	32	32	26	29	23	48	2,303
Coolies, labourers	173	103	192	242	183	211	304	188	207	204	223	205	221	189	204	112	243	14,407
Sowdah or quantity of Salt to be manufactured in each Hoodah ..	7,925	5,175	12,025	13,650	8,600	9,475	13,725	9,425	10,000	14,000	15,000	12,000	12,000	8,800	200	4,200	13,000	3,00,000 mds.
Boats..	..	..	..	80	..	..	..	..	..	..	..	81	..	..	..	..	..	500
Bullocks	..	..	..	..	..	..	..	..	..	..	..	351	..	..	..	..	..	501
Temporary establishment ..	..	..	..	92	..	..	..	..	..	..	..	75	..	..	..	..	..	575

Tumlook Salt Office, September 23, 1852.

HENRY C. HAMILTON, *Agent.*

Inclosure No. 3.

Number of Golahs stored and cleared of Salt of the Manufacture of 1257 S.S., or 1850—51, at Ghaut Narainpore.

Number of Golahs.	When Stored.	When opened for Delivery.	Date of final Weighment or Clearance.	Quantity of Salt Stored.	Quantity of Salt Delivered.	Wastage, &c.	Average Wastage on 100 Maunds.
				M. S. C.	M. S. C.	M. S. C.	M. S. C. K.
1	From 10th June to 30th June, 1851	5th April, 1852	26th May, 1852	64,972 0 0	64,222 20 0	749 20 0	1 6 2 1
2	,, 9th April to 24th May, 1851	28th Feb., 1852	5th April, 1852	65,500 0 0	65,074 0 0	426 0 0	0 26 0 1
3	,, 21st April to 30th June, 1851	21st Jan., 1852	27th Feb., 1852	64,504 0 0	64,351 10 0	152 30 0	0 9 7 0
4	,, 1st June to 22nd June, 1851	15th Dec., 1851	21st Jan., 1852	64,551 0 0	64,532 0 0	19 0 0	0 1 2¾ 0
5	,, 18th May to 22nd June, 1851	25th Nov., 1851	15th Dec., 1851	62,068 0 0	62,053 0 0	15 0 0	0 0 15½ 0
6	,, 26th March to 24th May, 1851	20th June, 1851	7th July, 1851	42,500 0 0	42,493 0 0	7 0 0	0 0 10½ 0
7	,, 22nd March to 21st April, 1851	26th April, 1851	14th June, 1851	50,000 0 0	49,999 0 0	1 0 0	0 0 1½ 0
10	,, 7th April to 15th May, 1851	12th Nov., 1851	25th Nov., 1851	25,000 0 0	24,996 0 0	4 0 0	0 0 10¼ 0
13	,, 22nd April to 9th June, 1851	Ditto	Ditto	32,500 0 0	32,495 0 0	5 0 0	0 0 9¾ 0
15	,, 13th May to 19th June, 1851	26th Sept., 1851	5th Nov., 1851	24,600 0 0	24,600 0 0	..	..
16	,, 23rd March to 12th May, 1851	Ditto	Ditto	22,000 0 0	21,997 0 0	3 0 0	0 0 8⅞ 0
17	,, 4th April to 11th May, 1851	5th Nov., 1851	12th Nov., 1851	23,000 0 0	22,997 0 0	3 0 0	0 0 4⅞ 0
18	,, 5th May to 12th May, 1851	17th Sept., 1851	27th Sept., 1851	30,000 0 0	29,995 0 0	5 0 0	0 0 10½ 0
20	,, 18th April to 5th June, 1851		25th Sept., 1851	28,000 0 0	27,997 0 0	3 0 0	0 0 6⅞ 0
22	,, 24th March to 5th April, 1851	11th Sept., 1851	17th Sept., 1851	40,515 0 0	40,512 0 0	3 0 0	0 0 4¾ 0
23	,, 6th April to 7th June, 1851	5th Aug., 1851	13th Aug., 1851	42,334 0 0	42,333 0 0	1 0 0	0 0 1½ 0
24	,, 11th May to 6th June, 1851	13th Aug., 1851	21st Aug., 1851	38,009 0 0	37,993 0 0	16 0 0	0 1 10¾ 0
25	,, 28th April to 7th June, 1851	21st Aug., 1851	28th Aug., 1851	43,614 0 0	43,601 0 0	13 0 0	0 1 3 0
26	,, 2nd April to 21st June, 1851	26th July, 1851	5th Aug., 1851	36,747 0 0	36,742 0 0	5 0 0	0 0 8¾ 0
29	,, 24th April to 11th May, 1851	28th Aug., 1851	2nd Sept., 1851	31,622 0 0	31,622 0 0	6 0 0	0 0 12¼ 0
30	,, 27th March to 13th May, 1851	3rd Sept., 1851	10th Sept., 1851	35,803 0 0	35,802 0 0	6 0 0	0 0 10½ 0
7A.	,, 16th June to 29th June, 1851	7th July, 1851	26th July, 1851	49,948 0 0	49,946 0 0	2 0 0	0 0 2½ 0
			Total Maunds	9,17,798 0 0	9,16,352 30 0	1,445 10 0	0 6 4¼ 0

Tumlook Salt Office, September 23, 1852.

HENRY C. HAMILTON, *Agent.*

Inclosure No. 4.

NUMBER of GOLAHS Stored and Cleared of Salt of the Manufacture of 1258 S.S. or 1851-52 at Ghaut Narainpore.

Number of Golahs.	When Stored.	When Opened for Delivery.	Date of Final Weighment or Clearance.	Quantity of Salt Stored.	Quantity of Salt Delivered.	Wastage, &c.	Average Wastage on 100 Maunds.
				Mds. S. C.	Mds. S. C.	Mds. S. C.	Mds. S. C.
1	From 29th May to 6th June, 1852	12th June, 1852	23rd June, 1852	27,130 0 0	27,129 0 0	1 0 0	0 2 $7\frac{3}{4}$
2	,, 20th May to 6th June, 1852	12th August, 1852 ..	31st August, 1852	52,600 0 0	52,564 0 0	36 0 0	0 2 11
3	,, 8th April to 19th May, 1852 ..	19th August, 1852 ..	8th September, 1852	65,800 0 0	65,751 0 0	49 0 0	0 2 $15\frac{3}{4}$
4	,, 29th April to 5th June, 1852 ..	2nd August, 1852 ..	19th August, 1852	59,500 0 0	59,472 0 0	28 0 0	1 14 $2\frac{1}{2}$
5	,, 14th Feb. to 27th April, 1852 ..	10th May, 1852	12th June, 1852	66,500 0 0	66,497 0 0	3 0 0	0 2 $3\frac{1}{2}$
6	,, 22nd April to 30th May, 1852)	Not yet	opened.....	41,000 0 0	40,940 10 0	59 30 0	5 13 $2\frac{1}{2}$
7	,, 7th ditto to 30th May, 1852)			50,000 0 0	49,918 0 0	82 0 0	6 9 0
9	,, 7th to 28th May, 1852.....	29th Sept., 1852 ..	6th October, 1852	21,000 0 0	20,980 0 0	20 0 0	3 12 $3\frac{3}{4}$
10	,, 20th to 29th May, 1852.....	17th July, 1852	27th July, 1852	23,200 0 0	23,195 0 0	5 0 0	0 13 16
11	,, 28th May to 7th June, 1852	8th Sept., 1852	24th September, 1852	22,700 0 0	22,677 0 0	23 0 0	4 0 17
13	,, 21st May to 7th June, 1852	25th Sept., 1852 ..)	Golahs not yet cleared	31,490 0 0	31,418 0 0	72 0 0	9 2 1
15	,, 7th to 26th May, 1852.....	7th Oct., 1852 ..)		26,700 0 0	26,949 0 0	51 0 0	7 10 1
16	,, 9th to 27th May, 1852.....	10th Sept., 1852....	29th September, 1852	23,300 0 0	23,278 0 0	22 0 0	3 12 $8\frac{1}{2}$
17	,, 6th to 26th April, 1852	Not yet	opened.....	23,700 0 0	23,643 0 0	57 0 0	9 9 3
18	,, 14th to 27th April, 1852	20th July, 1852	2nd August, 1852.....	30,000 0 0	29,993 0 0	7 0 0	0 14 $18\frac{1}{2}$
19	,, 7th to 27th April, 1852	28th July.....	4th August, 1852	24,000 0 0	23,995 0 0	5 0 0	0 13 $6\frac{1}{2}$
20	,, 27th April to 2nd June, 1852 ..	31st August, 1852 ..	10th September, 1852	26,800 0 0	26,793 0 0	7 0 0	0 14 0
22	,, 6th April to 8th June, 1852 ..	3rd July, 1852	17th July, 1852	43,604 0 0	43,597 0 0	7 0 0	0 10 $5\frac{1}{2}$
24	,, 10th April to 7th June, 1852 ..	23rd June, 1852	3rd July, 1852	39,729 0 0	39,724 0 0	5 0 0	0 8 0
			Total Maunds..	698,753 0 0	698,213 10 0	539 30 0	3 1 $1\frac{3}{4}$

Tumlook Salt Office, September 23, 1852.

HENRY C. HAMILTON, *Agent.*

Inclosure No. 5.

STATEMENT showing the Number of Hoodahs, Khuttees, Choolas, Molunghees, &c., within the Tumlook Salt Agency, in 1259 S.S., or 1852-53 A.D.

Name of Aurung or District.	Number and Name of Hoodahs or Division in each Aurung.		Number of Khuttees in each Hoodah or Division.	Number of Molunghees or Salt Manufacturers in each Hoodah.	Number of Choolahs or Salt-boiling fire places in each Hoodah.	Number of Khullarees or Salt Manufactories in each Khuttee or separate Enclosures.	Probable daily Produce of Salt from each Khuttee.	Number of Goolahs or Store Houses in each Khuttee.	Probable Annual Produce of each Khuttee.
	No.	Name.							
Tumlook	1	Sewrabariah	35	205	221	179 12 0	434	205	65,434
„	2	Burgodah	8	82	83	64 12 0	137	82	20,855
„	3	Lychunporé	21	107	149	126 0 0	371	136	50,153
	4	Ausnan	21	134	141	150 8 0	400	141	53,094
		Ausnan Narikaldoy	12	102	107	92 4 0	256	102	30,328
„		Ausnan Kholakhally	11	81	91	71 0 0	195	95	30,136
			108	711	792	684 4 0	1,793	761	2,50,000
Mysaudul	1	Goomye Western	21	170	174	142 13 0	375	170	59,170
„	2	Goomye Eastern	16	101	113	117 4 0	262	113	37,525
„	3	Taroparah	23	142	153	136 12 0	339	152	54,364
„	4	Couchunpore	11	79	80	82 12 0	202	80	32,365
„	5	Kassubpore	12	87	87	85 8 0	226	87	35,780
„	6	Essordaha	12	65	66	56 4 0	144	66	21,765
„	7	Banshkhana	8	49	51	47 0 0	105	51	15,775
			103	693	724	668 5 0	1,653	719	2,56,744
Jellamoottah	1	Joychunderbar .. 1st Division	10	31	31	6 0 0	80	31	11,425
		Joychunderbar .. 2nd Division		26	26	10 0 0	100	26	11,725
		Joychunderbar .. 3rd Division		32	32	6 0 0	95	32	11,100
„	2	Boorabooree .. 1st Division	13	28	28	10 0 0	70	28	10,125
		Boorabooree .. 2nd Division		31	31	15 0 0	85	31	14,950
		Boorabooree .. 3rd Division		36	36	10 0 0	125	36	18,125
	3	Tengrakhally	13	26	26	15 0 0	85	26	13,375
„		Bhogobankhally .. 1st Division		33	33	15 0 0	130	33	17,675
		Bhogobankhally .. 2nd Division		35	35	6 0 0	80	35	16,500
			36	278	278	93 0 0	850	278	1,25,000

Inclosure No. 5.—Statement *continued.*

Name of Aurung or District.	Number and Name of Hoodahs or Division in each Aurung.		Number of Khuttees in each Hoodah or Division.	Number of Molunghees or Salt Manufacturers in each Hoodah.	Number of Choolahs or Salt-boiling fire places in each Hoodah.	Number of Khullarees or Salt Manufactories in each Khuttee or separate Enclosure.	Probable daily Produce of Salt from each Khuttee.	Number of Golahs or Store Houses in each Khuttee.	Probable Annual Produce of each Khuttee.
	No.	Name.							
Goomghur	1	Southern .. .. 1st Division	4	166	29	29 0 0	82	29	11,050
„	2	Southern .. .. 2nd Division	4	99	17	17 0 0	64	18	8,000
„	3	Eastern .. .. 1st Division	5	205	36	36 0 0	112	36	14,725
„	4	Eastern .. .. 2nd Division	5	191	33	33 0 0	111	40	14,950
„	5	Northern .. .. 1st Division	5	176	30	30 0 0	102	30	10,525
„	6	Northern .. .. 2nd Division	4	169	34	34 0 0	85	34	11,2?5
„	7	Western .. .. 1st Division	8	226	44	44 0 0	157	44	16,825
„	8	Western .. .. 2nd Division	5	158	30	30 0 0	71	32	12,650
			40	1,390	253	253 0 0	784	263	1,00,000
Aurunganugur	1	Aurunganugur	8	36	38	36 0 0	89	36	18,100
„	2	East Natnan .. 1st Division	6	27	28	27 0 0	104	27	12,800
„	3	East Natnan .. 2nd Division	7	32	39	35 0 0	133	35	19,200
„	4	West Natnan .. 1st Division	4	32	33	32 0 0	145	32	16,100
„	5	West Natnan .. 2nd Division	6	32	35	32 0 0	115	32	15,100
„	6	West Natnan .. 3rd Division	4	26	28	26 0 0	131	26	13,600
„	7	Arrashall .. .. 1st Division	8	34	34	34 0 0	87	34	10,000
„	8	Arrashall .. .. 2nd Division	6	32	32	32 0 0	133	32	13,000
„	9	Arrashall Dabakurpore	5	31	31	31 0 0	53	31	7,100
			54	182	298	285 0 0	990	285	1,25,000
		Grand Total	341	3,254	2,345	1,983 0 0	6,070	2,306	8,56,744

Tumlook Salt Agency, September 23, 1852.

HENRY C. HAMILTON, *Agent.*

APPENDIX C.

Papers prepared by the Salt Commissioner.

No. 1.—Note on the Manufacture, Storage, Sale, and Delivery of Salt in the Hidgellee Agency.

No. 2.—Note on the Manufacture, Storage, Sale, and Delivery of Salt in the Chittagong Agency.

No. 3.—Note on the Manufacture, Storage, Sale, and Delivery of Salt in the Balasore, Central Cuttack and Pooree Agencies, in the Province of Cuttack, adapted principally from the Revenue Commissioner, Mr. Samuells' Report on the Salt Operations of the Province for the year 1853-4, and from the annexures to that Report.

Enclosures.

No. 1.—Translation of an Engagement executed by Bhooyah Chytun Churn Kur, Zemindar of Tuppay Sartha, in Pergunnah Sautmolung, Zillah Cuttack, dated September 28, 1809.

No. 2.—Translation of Agreement of Jagheerdar of Malood, &c., dated May 8, 1820.

No. 3.—Note on the Manufacture of Salt at the Narainpore and Goordah Salt Works.

No. 4.—Note on the Rise, Progress, and Present State of the Salt Preventive System in the Lower Provinces of the Bengal Presidency.

Enclosure.

A.—Statement showing the Salt Chowkey Superintendencies in the Lower Provinces of the Bengal Presidency, the number of Preventive Posts or Chowkeys in each Superintendency, the Statistics of each, the Charges incurred on account of each, and the total cost of the Salt Preventive Service.

No. 6.—Note on the System of Retail Sale of Salt by the Government.

Enclosures.

A.—Rules for Regulating the Sale, Possession and Transport of Salt in the Province of Cuttack, prepared by Mr. Commissioner Blunt in 1823, and legalized by Regulation 10 of 1826.

A. No. 1.—Form of Rowannah to be granted for Salt destined for the supply of the Hill Tributary Estates of Cuttack.

A. No. 2.—Form of Rowannah to be granted for salt destined for the Territories of Sumbulpore or Singbhoom.

A. No. 3.—Form of Rowannah to be granted to Purchasers of Salt exceeding the quantity of 20 maunds, for sale and consumption, within the Mogulbundee.

A. No. 4.—Form of Char Chittees to be granted to Retail Dealers by Golah Darogahs.

Appendix C.—No. 1.

Note on the Manufacture, Storage, Sale, and Delivery of Salt in the Hidgellee Agency.

Boundaries and extent of the agency.

The Hidgellee Agency is the largest of the Bengal agencies. Its headquarters are at Kontai, a small town situated about five miles inland from the shores of the Bay of Bengal. It is bounded on the north by the Tumlook Agency, on the south and east by the Bay of Bengal and the River Hooghly, on the south-west by the Soobunreeka river, which separates it from the Balasore District and Agency, and on the west by the remaining portion of the district of Midnapore, of which the Hidgellee pergunnahs are a component part. Its length from north to south-west is about 48 miles, and its breadth from east to west about 20 miles. A map* of the agency, in combination with the Tumlook Agency, accompanies, in which the manufacturing and fuel localities of the agency are exhibited.

Division into aurungs.

2. The agency, as at present constituted, consists of the six aurungs, or manufacturing districts, specified in the margin.† Of these, the Bograi aurung was re-opened last season, after the manufacture in it had been abandoned upwards of twelve years. This measure was resorted to in order to meet, by extension of the home manufacture, a portion of the expected decrease in the foreign supply.

Salt where manufactured.

3. The manufacture of salt is carried on, on the north side of the Bay of Bengal, in the tract of country extending from Bograi to Kedgeree, on both sides of the Russoolpoor, Peechabong, Bagdah, Boroj and Surpye rivers, and on the banks of the numerous canals and creeks which are fed by them, and which intersect the whole country comprised within the agency.

Capability of agency.

4. The 6 aurungs, in a favourable season, are capable of yielding from 8 to 11 lacs of maunds of salt.

Price of the salt.

5. The price paid to the molunghees for the salt manufactured by them has been fixed in Bograi at 5 annas per maund. In the other aurungs it has been gradually reduced, in the course of years, from 11 annas to $5\frac{1}{2}$ annas per maund. In three of these, viz., Bahareemootah, Errinch, and Majnamootah, it was on one occasion reduced to 5 annas, but this being found to be too low a rate in those aurungs, it was raised in the next year to the rate paid in the two remaining aurungs, viz., $5\frac{1}{2}$ annas.

6. In addition to the money payment, the molunghees are allowed, as in Tumlook, the free use of the Government salt lands occupied by their khullarees, and also of the fuel which grows spontaneously on the Government julpye, or fuel lands. This fuel consists of a long coarse grass and brushwood, and is required for the purpose of boiling the brine. In some localities, the julpye, or fuel lands, are contiguous to the khullarees; in others, they are a mile or so distant from them.

Salt moshaireh allowance to zemindars.

7. The Government is in possession, by right of property, of the salt and fuel lands formerly attached to certain estates in Hidgellee, the owners of which enjoy a permanent allowance, termed "Salt Moshaireh," as a compensation for the loss of the profit which the zemindars of those estates used to derive from the management of the Government salt revenue before the establishment of the monopoly. The annual payments under this head amount to 26,184r. 5a. $10\frac{1}{2}$p.

8. The salt moshaireh allowance paid to the zemindars in the Hidgellee and Tumlook Agencies is quite distinct in its nature from the khullaree remissions, or deductions of salt jumma, granted in the 24 pergunnahs and Bullooah, and quite distinct also from the allowance paid under the same designation (Moshaireh) to the zemindars in the Cuttack agencies.

9. In settled estates, the revenue paid by zemindars prior to the establishment of the salt monopoly had consisted of two items—land revenue and salt revenue.

10. The Government, in establishing the salt monopoly, retained the latter item khas, that is, under direct management of its officers.

11. The zemindars, under engagements, thus became entitled to receive a deduction of such part of their jumma as had been paid upon salt assets.

12. In the case, then, of *settled* estates, Government separated and took over the salt and fuel lands as a distinct property, and excluded all payment on account of them from the Land Revenue Settlement. Only the bare salt jumma was deducted; no compensation was allowed, in addition, for loss of the profit which the zemindars derived from the management of that portion of the estate from which the salt jumma was derived, probably because, at that time, the zemindars were looked upon as mere farmers, to whom the Government might assign the management of any lands, or not, as they pleased.

* Map No. 8.

† Beercool, Bahareemootah, Nurrooahmootah, Errinch, Majnamootah, Bograi.

13. These deductions are the khullaree remissions still granted in the 24 pergunnahs and Bullooah. They have been declared perpetual by clause 4, section 9, Regulation I, of 1824; but, as provided by clause 7 of the same section, the deductions are still retained on the Land Revenue Books, and are debited to the Salt Department.

14. In estates which were held *khas* prior to the establishment of the salt monopoly, the zemindars excluded from management received, in the Land Revenue Department, a malikana in lieu of their profit from managing that portion of their estates which yielded the land revenue, and were therefore considered to be also entitled to a separate allowance, under the name of moshaireh, from its being paid monthly, in lieu of the profit they had derived from the management of that portion which yielded the salt jumma; and this they accordingly received.

15. When the land revenue jumma was afterwards settled with these excluded zemindars in Hidgellee and Tumlook, the salt and fuel lands were separated and appropriated by the Government, and excluded from the assessment, but the moshaireh originally allowed, as above, was continued, and as it was arranged that, notwithstanding the settlement, the zemindars should not be restored to the actual charge of their estates, but that the Collector, who was also the salt agent, should continue to manage them on their behalf, a further allowance of 10 per cent. on the land revenue jumma, in addition to the original moshaireh, was granted to the zemindars, in order to reconcile them to leaving their estates in the management of the salt officer for the benefit of the salt department, and to facilitate the Government management of the monopoly.

16. Subsequently, when the Government resolved to readmit the excluded zemindars to the actual management of their estates, those who acceded to the terms offered became entitled in perpetuity to their salt allowances, as well the moshaireh fixed originally on the establishment of the monopoly, as the additional allowance of 10 per cent. on the land revenue jumma subsequently granted, in compensation for further advantages gained for the Salt Department by their continued exclusion from management.

17. At that time the zemindar of the Majnamootah Estate in Hidgellee remained recusant, but on the occasion of a settlement subsequently effected it was determined by the Government, in a Resolution dated the 30th of March, 1836, that the original moshaireh should be continued to the proprietors in possession of that estate, as a perpetual allowance granted on the establishment of the salt monopoly, whether the estate was managed by themselves, under engagements with Government, or by the Government on their behalf, in consequence of their failing to perform their engagements, or from other cause; but that the payment of the additional sum subsequently allowed should subsist upon the condition of the proprietors continuing to furnish to the Salt Department the aids and facilities in consideration of which it was granted.

18. Neither of the allowances are alienable from the estates, and the Majnamootah Estate, being at present under Government management, from failure of the proprietors to perform their engagements, the additional allowance, under the peculiar condition attaching to it in that estate, has been suspended, and the original moshaireh only is paid.

19. It would seem, from the foregoing account, that when the Government admitted the excluded zemindars of the khas estates to settlement and possession, they might properly have resumed both the allowances, merely excluding from the assessment, as had been done in the case of the settled estates, the salt and fuel lands separated and appropriated as a distinct Government mehal; unless, indeed, as is not improbable, the manufacture of salt in the estates had been extended in the interval to the prejudice of the land revenue assets; but the allowance having been declared permanent could not now be resumed without the consent of the parties—a consent which could only be asked for in the event of the lands being given over to them with permission to manufacture salt free of all restriction, except payment of the Government tax.

20. Some of the Government salt and fuel lands, both those for which only a deduction was made from the jumma of the estates to which they belonged, and those for which moshaireh is also paid in Hidgellee and Tumlook, have become cultivated and culturable, and such of them as could be traced have been assessed under clause 11, Regulation I, of 1824, with a land revenue payment, but the offset thus obtained against the remissions, and the payments in the Salt Department, are very inconsiderable.

21. The nature of the moshaireh paid to the zemindars in the Cuttack agencies, is fully described in the note* on those agencies.

Khullaree rents paid to zemindars.

22. Besides the moshaireh, khullaree *rents* are paid to the zemindars of certain estates, in the Hidgellee and Tumlook Agencies, for the use of their salt and fuel lands occupied by Government. These rents are not *remissions* originally made from the jumma of zemindars upon the assumption of the salt monopoly; they are composition for a cess formerly levied by the zemindars at the rate of 1 rupee 8 annas a head, from all the labourers in the khullarees established on their estates. The Government possession of the salt and fuel land is, by prescription at least, subject to this capitation tax, which represents in fact the rent of the lands, but the payment would cease in the event of the discontinuance of the manufacture on the part of the Government. The khullaree *rents* are thus of a nature entirely different from the moshaireh of the Hidgellee and Tumlook estates, and the khullaree *remissions* of the 24 pergunnahs, with both of which they have been sometimes confounded. The payments in the Hidgellee Agency under the head of khullaree rents, amounted last year to rs. 22,409 : 10 : $11\frac{3}{4}$.

* Appendix C, No. 3, paragraphs 24 to 32.

23. In addition to the moshaireh and khullaree rents, 1,300 maunds of salt are annually allowed under the designation of khorakee or diet salt, for the household consumption of the several proprietors of estates in which salt is manufactured in this agency, paid partly in kind, and a part in money, at the rate per maund paid to the molunghees for salt. The allowance is a pure indulgence which might be resumed at once, and would certainly cease in the event of the Government abandoning the manufacture. The similar annual allowances in the Tumlook agency, aggregate maunds 563 30.

24. The salt and fuel lands in possession of the Salt Department, have been defined by survey and the erection of masonry pillars. Salt and fuel land

25. Formerly the khullarees were scattered all over the different salt lands of the agency, but lately they have been concentrated as much as possible on the banks of the several rivers and creeks, in order to facilitate supervision of the manufacture and transportation of the salt. Concentration the manufactur

26. The six aurungs comprise 83 subdivisions, called hoodahs, viz :— Subdivision of a rungs.

Beercool	21
Bahareemootah	15
Nurroahmootah	15
Errinch	9
Majnamootah	9
Bograi	14
Total	83

27. The fixed establishment employed to supervise the manufacture of each aurung is given below. Fixed establish ments.

Pergunnahs or Aurungs.	Number of Darogahs.	Number of Karkoons or Accountants.	Number of Chuprassees, &c.	Number of Ooriah Mohurrirs.
Beercool and Kalindee	1	5	13	1
Bahareemootah	1	4	12	1
Errinch	1	4	11	1
Nurroahmootah.....	1	3	8	1
Majnamootah.....	1	3	6	1
Bograi	1	3	9	1
Total..	6	22	59	6

28. During the manufacturing season, temporary establishments are entertained as shown below. Temporary estab lishments.

Manufacturing Establishment entertained for Eight Months.

Designation of Officers.	Beercool.			Bahareemootah.			Nurroah-mootah.			Errinch.			Majnamootah.			Bograi.			Grand Total.		
	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.
Hoodahdars...	21	5	840	15	5	600	15	5	600	9	5	360	9	5	360	14	5	560	83	5	3,320
Chuprassees...	5	$2\frac{8}{8}$	112	5	$2\frac{1}{2}$	100	6	$2\frac{1}{2}$	120	...	...	...	1	$2\frac{8}{8}$	20	14	2	224	31	$2\frac{18}{31}$	576
Aduldars ...	66	2	1,056	46	2	736	47	2	752	29	2	464	30	2	480	38	2	608	256	2	4,096
Bearers... ...	8	3	192	8	3	192	8	3	192	8	3	192	8	3	192	8	3	192	48	3	1,152
Ferry estabts.	7	$2\frac{8}{8}$	128	...	...	...	2	$2\frac{7}{16}$	89	1	$2\frac{11}{16}$	$18\frac{3}{4}$	...	...	...	12	$1\frac{1}{2}$	144	22	$1\frac{11}{16}$	$329\frac{3}{4}$
Pansoway ...	...	...	...	...	...	...	1	$14\frac{1}{2}$	116	...	...	...	...	...	...	...	...	...	1	$14\frac{1}{2}$	116
Total ...	107	...	2,328	74	...	1,628	79	...	1,819	47	...	$1,034\frac{3}{4}$	48	...	1,052	86	...	1,728	441	...	$9,589\frac{3}{4}$

Establishments entertained for the Weighments and Transport Operations for Six Months.

Designation of Officers.	Beercool.			Bahareemootah.			Nurrooah-mootah.			Errinch.			Majnamootah.			Bograi.			Grand Total.		
	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.	No. Employed.	Salary per Month.	Total Salary during Season.
Bhangah Mohurrirs	10	6	360	8	6	288	8	6	288	6	6	216	5	6	180	7	6	252	44	6	1,584
Koyals	10	5	300	8	5	240	8	5	240	6	5	180	5	5	150	7	4	168	44	$4\frac{111}{133}$	1,278
Chuppadars ...	60	$2\frac{1}{2}$	900	48	$2\frac{1}{2}$	720	48	$2\frac{1}{2}$	720	36	$2\frac{1}{2}$	540	30	$2\frac{1}{2}$	450	42	2	504	264	$2\frac{131}{266}$	3,834
Churrundars	20	$2\frac{217}{420}$	294	12	$2\frac{1}{2}$	180	12	$2\frac{1}{2}$	180	8	$2\frac{1}{2}$	120	8	$2\frac{1}{2}$	120	14	$2\frac{1}{2}$	210	74	$2\frac{54}{111}$	1,104
Golpahurces...	...	...	...	...	...	...	...	...	...	3	2	36	2	2	24	...	...	...	5	2	60
Total ...	100	...	1,854	76	...	1,428	76	...	1,428	59	...	1,092	50	...	924	70	...	1,134	431	...	7,860
Grand Total...	207	...	4,182	150	...	3,056	155	...	3,247	106	...	$2,126\frac{1}{2}$	98	...	1,976	156	...	2,862	872	...	$17,449\frac{1}{2}$

Salaries and duties of the establishments.

29. The salaries of the officers on the fixed establishment, and the duties of the officers on both establishments, fixed and temporary, are nearly the same as in the Tumlook Agency, there being no material difference.*

30. The manufacture generally commences, as in Tumlook, about the middle of December, and ends with the setting-in of the rains in the first or second week of June, or as soon as the quantity of salt ordered to be made has been supplied.

Advances to molunghees and settlement of their accounts.

31. The system and process of making advance payments to the molunghees and settling their accounts, are the same as in the Tumlook Agency,† excepting that in Hidgellee the first advance is calculated in all cases upon the quantity of salt the molunghee contracts to make, 5 to 7 rupees per 100 maunds being the rate of advance.

Manufacturers and manufacturing process.

32. The manufacturers bear the same designations as in Tumlook;‡ 13,680 persons are daily employed in the manufacture during the season, viz.—2,123 molunghees or manufacturers, and 11,557 coolies, or common labourers. The process of manufacture is precisely the same as in the Tumlook Agency, but the position of the Hidgellee Agency being more advantageous, from its greater proximity to the sea, salt is produced with less difficulty, in greater quantities, and of a superior quality.

Mofussil weighments.

33. The Mofussil weighments, are conducted precisely as in the Tumlook Agency.§ The salt is at the risk of Government as soon as it has been weighed over to the charge of the Pokhtan darogahs, who, as chief supervisors of the manufacture, become responsible for it, receiving an allowance of two per cent. for spillage, wastage, and dryage, until the salt is re-weighed and stored in the Government golahs.

Transport of salt to the Government golahs.

34. The system and process of transporting the salt to the Government golahs, or warehouses,‖ are essentially the same as in the Tumlook Agency. The rates of charge and the number of boats and bullocks employed are also proportionately the same. The channels of water communication from the manufacturing places to the store depôts, of which there are five within the agency, are very numerous. The two principal are the Mirzapore and Koonjoopore khauls or creeks, where tolls are collected by the agent in his capacity of Collector of Tolls, ex-officio, under Regulation XVIII, of 1806. These khauls are cleared of their silt through the agency of the Public Works Department. The smaller creeks are cleared under the orders of the salt agent, as occasion requires. The principal channels which do not require excavation are those mentioned at paragraph 3. The table below exhibits the cost incurred under the salt agency, for the excavation of the smaller channels during the past 5 years.

Aurungs.	1849–50.			1850–51.			1851–52.			1852–53.			1853–54.		
	R.	A.	P.	R.	A.	P.	R.	A.	P.	R.	A.	P.	R.	A.	P.
Beercool	50	0	0	138	6	3	52	8	0	50	0	0	60	0	0
Bahareemootah	74	0	0	57	6	0	50	4	0	..			..		
Narooahmootah	..			359	15	3	91	0	0	..			98	7	6
Errinch	..			67	6	5	73	7	6	..			..		
Majnamootah	150	11	6	270	10	4	157	7	6	167	7	8	229	14	3
Bograi	..			..			..			..			359	13	6
Total	274	11	6	893	12	3	424	11	0	217	7	8	748	3	3

* See paragraphs 15 to 20 of the notes on the Tumlook Agency, Appendix B.
† See paragraphs 23 to 28 of the notes on the Tumlook Agency, Appendix B.
‡ See paragraphs 29 to 57 of the notes on the Tumlook Agency, Appendix B.
§ See paragraphs 58 to 61 of the notes on the Tumlook Agency, Appendix B.
‖ See paragraphs 62 to 82 of the notes on the Tumlook Agency, Appendix B.

35. The expenditure incurred in the Public Works Department for clearing the Mirzapore and Koonjoopore khauls, and the tolls collected by the agent at those khauls, during the same period, are shown on the margin.*

36. The weighments into store are conducted, and the stock is secured, essentially in the same manner as in the Tumlook Agency.† The following table exhibits all particulars concerning the situation and capacity of the 5 store depôts.

Weighments and storing at the depôts.

Names of the Ghauts at which the Depôts are maintained.	Number of Khuttees or enclosures.	Number of Golahs in each inclosure.	Estimated quantity of Salt each Golah is capable of containing.	Estimated quantity of Salt which can be stored at each Depôt.	Quantity of Salt stored at each Depôt in the past Year.	Proportion of the produce of of each Aurung stored at each Depôt in the past Year.
Russoolpoor	1	9	55,000	4,95,000	1,67,743	Two-thirds of the produce of Bahareemootah and more than one-half of that of Errinch.
Kishenuggur	1	4	55,000	2,20,000	2,35,126	The whole produce of Majnamootah and upwards of one-third of that of Beercool.
Ramnuggur	1	6	55,000	3,30,000	2,01,788	The remaining produce of Beercool.
North Kalinnuggur ..	1	6	50,000	3,00,000	2,47,233	The remaining produce of Behareemootah and Errinch and the whole produce of Nurroahmootah.
Pooreeghatta	1	2	67,500	1,35,000	58,712	The whole produce of Bograi.
Total	5	27	2,82,500	14,80,000	9,10,602	

37. Two or three sets of scales are worked at each depôt, each set giving a weighment as at Tumlook, of 1,500 to 2,000 maunds daily. The charge for weighing varies at the different depôts from 2 rupees to 2rs. 4as. per 100 maunds. There being 5 depôts in the Hidgellee Agency, and these being situated at considerable distances from the agent's head-quarters, the weighments into store cannot be superintended by the agent or his assistant, so closely as in the Tumlook Agency, where there is only one store depôt, and that in the immediate vicinity of the agent's office.

38. Each depôt is under the charge of an officer, called an intendant, who is responsible for the out-turn of the stock, less an allowance of 2½ per cent. for wastage from atmospheric causes. These officers receive a salary of 100 rupees per mensem, except the

* Year.	Expenditure for excavations.	Amount of Toll collected.
	R. A. P.	R. A. P.
1849–50	2,506 5 11	1,215 0 0
1850–51	..	1,215 0 0
1851–52	4,158 1 11	1,215 0 0
1852–53	..	452 8 6
1853–54	..	901 0 0
Total	6,664 7 10	4,998 8 6

‡ See paragraphs 83 to 89 of the notes on the Tumlook Agency, Appendix B.

intendant at the Pooreeghatta depôt, who receives a salary of only 80 rupees per mensem, his charge being comparatively a small one.

Salt how sold and delivered.

39. The mode of sale and delivery of the produce, and the precautions taken to protect the salt through the preventive chowkey limits, are essentially the same as in the Tumlook Agency.* Of the whole produce, only about 3,000 maunds are retailed within the agency limits, the remainder is carried away by merchants in quantities seldom exceeding 2,000 maunds, for the supply of the districts of Midnapore, Hooghly, Nuddeah, and other districts in Lower Bengal.

40. Two years ago, when the importations of Foreign salt into the Port of Calcutta were very extensive, the greater portion of the salt of this agency remained on hand, and it was necessary, in order to dispose of it, to transport it from the district depôts to the Sulkeea Golahs, but since the foreign importations have declined, the whole produce has been cleared at the district depôts, and it has not been necessary to transport any part of it to the Sulkeea Golahs for sale.

41. The price at present fixed on Hidgellee salt, deliverable at the agency depôts, is 301rs. per 100 maunds, of which 250rs. is the duty or profit, and the remaining 51rs. is considered to be the cost.

42. The agent of Hidgellee is not now, as the Tumlook agent still is, the superintendent of salt preventive chowkeys within the limits of his agency.

GEO. PLOWDEN,
Commissioner.

Appendix C.—No. 2.

Note on the Manufacture, Storage, Sale, and Delivery of Salt in the Chittagong Agency.

Boundaries of the agency.

1. This agency is coextensive with the district of the same name. It extends along the east coast of the Bay of Bengal, from the River Fenny, the boundary on the north between the districts of Tipperah and Chittagong, up to the Naaf river, and its tributary the Mooroosay, which separate it on the south from the province of Arracan. On the west, it is separated from Burmah by almost impenetrable forests and mountains.

2. The head quarters of the agency are at the station of Chittagong, which is situated on the right, or north, bank of the river Kurnafullee or Kurrunfoolee, nine miles from the mouth.

Salt manufacturing localities.

3. Salt can be manufactured all along the sea coast, but the agency, as now constituted, consists of only two aurungs or manufacturing districts, viz., Jooldeah and Barchur. Formerly salt was also manufactured in other places on the coast, and in the adjoining district of Bullooah, as shown on the margin.† These localities were gradually abandoned, and the manufacture concentrated within the present limits.

Aurungs and their subdivisions.

4. Aurung Jooldeeah is situated on the main land, about 25 miles south of the station of Chittagong, and extends from Kuddumrussool on the north, 4 miles south of the Sunker or Lungoo river, to Burra Soonoah on the south, a distance of about 16 miles, its breadth varying from half a mile to 2½ miles. It includes 10 subdivisions,‡ called mokáms, each of which is again subdivided into jurisdictions of varying sizes, called kitábuts. The chief manufacture is carried on along the banks of a large creek called the Julkuddur khaul, and the remainder on the shores of the bay, as shown in the accompanying map,§ in which all

* See paragraphs 90 to 96 of the notes on the Tumlook Agency, Appendix B.

† Chittagong .. .. Potungah
Nizampore
Soneah Chur.

Bullooah .. .. Lall Gunge
Neez Bullooah
Dukhin Shabazpoor
Dhunneea Munnea
Baminee
Sundeep
Hatteeah
Chur Hazaree
Jugodeeah Durrah.

‡ Bhallookhallee, Shurrul, Kaonneeah, Loodeer Ghaut, Khodye Gonab, Julkudder, Boil Tullee, Chota Sonoca, Burra Soncoa, Alukdeeah.

§ Map No. 9.

the manufacturing localities of the agency are exhibited, as also the sites of the preventive stations and the Government wholesale and retail depôts. This aurung when fully worked, is capable of yielding from 4 to 5 lacs of maunds of salt, and of accommodating upwards of 500 manufactories, producing from 600 to 1,100 maunds of salt each in the season.

5. Aurung Barchur lies to the south west of the Jooldeah aurung, from which it is separated by the Kotubdeah channel, the manufacture being generally confined to two islands, viz., Kootubdeah and Mutturbarree, the former about 13 and the latter about 8 miles in length. In some years, however, when a larger out-turn than usual has been desired, it has been necessary to extend the manufacture to the neighbouring island of Mascal, and about 15 miles further south, to the shores of the main land, opposite to that island, near Cox's bazaar.

6. This aurung contains 21 subdivisions, viz.:

Kootubdeah Island..	Khoodeeah Theke.
	Kawn Khallee.
	Hum-bollah.
	Pillut-cottah.
	Abacheeah-Cottah.
	Goyner-Cottah.
	Noa Colly.
Mutturbaree Island	Raj Ghaut.
	Soosumah.
	Moor Khallee.
	Sakeradeah.
	Doskanneeah.
	Thakoormeeah.
	Khan kattee.
	Banniah kattee.
Mascal Island	Kandeeah khattah.
	Goruck Bhattah.
Main land near Cox's Bazaar ..	Koorooscool.
	Poke Khallee.
	Gomah Tullee.
	Chowpuldundee.

This aurung is capable of accommodating from 4 to 500 separate works, and of producing from 3 to 4 lacs of maunds of salt in the season.

Capability of the agency.

7. The two aurungs, in favourable seasons, are thus capable of yielding between 8 and 9,00,000 of maunds. The largest out-turn appears to have been obtained in 1850—51, when Jooldeah produced 4,46,492 maunds, and Barchur, including Mascal and the Mokám, near Cox's bazaar, 3,89,842 maunds, making a total of 8,36,334 maunds; but it is very doubtful whether they will ever again be able to produce so much, as some of the lands in Shurrul and Alukdeeah, in aurung Jooldeah, have been washed away by the sea.

Price of the salt.

8. The price paid to the molunghees for the salt manufactured by them, was reduced last season from 8 annas to 7 annas per maund, and the agent is of opinion that any further reduction is impracticable. To each molunghee salt lands are assigned sufficient for the establishment of his works, but his fuel is not found him as in the Tumlook and Hidgellee Agencies.

9. About one dhroon, or nearly seven acres of land, is the space allotted for each set of works; within this space a good molunghee will, in a fair season, make from 1,000 to 1,100 maunds of salt.

10. The molunghees, for the most part, make their own arrangements for fuel, but advances are also made by the agent to contractors for the collection of firewood, and the molunghees are permitted to purchase, if they please, from this stock, the price being deducted in their account.

Khullaree rents.

11. The salt-producing lands occupied by the agency in this district are simply rented from the proprietors, in accordance with the provisions of clause 13, section 9, Regulation I, of 1824, and may be given up at any time. Rent is paid only for the land actually occupied, and its amount, in consequence, varies with the requirements of each season. The annual rent at present paid amounts to 4,337 rupees 14 annas 7 pies, viz.,

To zemindars	3,639	2	0
To the Collector of the district for land belonging to Government	698	12	7
Total	4,337	14	7

Establishments and their duties. Goomastahs.

12. Each aurung is placed under the immediate charge of a goomastah, who receives a salary of 100 rupees per mensem, and furnishes security to the amount of rupees 5,000, for the due fulfilment of his responsibilities. The contracts with the molunghees are all made through him, and he is responsible for any balances which may accrue on sums advanced to them; but the due receipt by the molunghees of all money payable to them is

always tested by the salt agent, or his European assistant. The goomastahs also contract for erecting embankments to keep out the high tides. The cost of embankments is somewhat heavy in this agency, as the manufacturing lands are situated so low, that were there no embankments, most of them would be submerged during the high tides of March and April, and the manufacture would cease very early in the season. The goomastahs are answerable for the solidity of the embankments, and receive 1 rupee for each kovah or hole of dry earth, and from 1 rupee 11 annas to 2 rupees for the same quantity of soft mud, making their own arrangements with the mud cutters. A kovah is a hole measuring 10 by 10 cubits at the surface, sloping inwards on the sides to a depth of 3½ cubits, and containing about 250 solid cubits.

Office establishment.

13. The goomastahs have under them two establishments, viz., an office establishment, employed principally in keeping the accounts, and a chur or field establishment to look after the manufacture. The former is partly permanent, temporary additions being made to it during the manufacturing season, as follows:

Designation of Officers.	Aurung Jooldeah.						Aurung Barchur.					
	Permanent.			Temporary.			Permanent.			Temporary.		
	Number Employed.	Rate of Monthly Salary.	Total Salaries per Month.	Number Employed.	Rate of Monthly Salary.	Total Salaries per Month.	Number Employed.	Rate of Monthly Salary.	Total Salaries per Month.	Number Employed.	Rate of Monthly Salary.	Total Salaries per Month.
Goomastah ..	1	100	100	..	..	..	1	100	100	..	..	..
Sheristadar ..	1	30	30	..	..	..	..	..	..	1	25	25
Mohurrir ..	1	15	15	..	..	..	2	14	28	..	..	..
,, ..	..	..	..	1	20	20	..	..	..	..	..	..
,, ..	..	..	..	1	14	14	..	..	..	..	..	..
,, ..	..	..	..	3	10	30	..	..	..	2	10	20
Burkundazes ..	4	4	16	6	4	24	3	4	12	4	4	16
Stationery ..	..	..	5	..	..	..	..	..	3	..	..	..
Total..	7	..	166	11	..	88	6	..	143	7	..	61

Chur or field establishment.

14. The chur or field establishment is altogether temporary, it is employed only during the manufacturing season, and varies every year, according to the number of salt works. One mohurrir and one chuprassee are generally entertained for every 10 to 14 sets of works, a chur mohurrir's charge being designated a kitábut. The sheristadars and mohurrirs of the office establishment are each placed in charge of one or more of the subdivisions or mokáms, and of the chur mohurrirs included in them. They are called mootayans, and are expected to be as much as possible among the works, pushing on the manufacture, and seeing that no smuggling takes place. They are bound to report immediately any irregularity which may come to their knowledge, and it is further their duty to look after the due loading of the salt on the boats in the aurungs.

15. The chur mohurrirs receive 6 rupees each per mensem, and the chuprassees 3 rupees. The mohurrirs are expected to visit each salt work under their charge, at least once every day, to measure with a pherrah, or wooden measure, of one maund capacity, the salt manufactured during the previous 24 hours, to see it stored in the molunghee's golah, and to stamp it. The quantity ascertained by measure is entered in the day book, and a similar entry is made in the molunghee's golah shoomar, or golah account paper, which is always suspended in the golah for the inspection of the supervising officers. The chur mohurrirs send in to the mootayans weekly statements of the quantity of salt manufactured in each set of works within their respective kitábuts or beats, and of the quantity transported from the aurungs. The mootayans copy these statements into their books, and forward the originals to the goomastahs, by whom copies are sent to the agent and to the European assistant, who remains in the aurungs supervising the manufacture, throughout the season. The chur mohurrirs measure the salt into the boats, and transmit with each boat a chelaun or invoice of the quantity loaded on it.

16. The chur chuprassees aid the chur mohurrirs in their duties, and have also to watch the works, and prevent the surreptitious removal of salt.

17. An estimated sum of rupees 1350 per mensem is allowed to cover the cost of the chur or field establishment, including boat hire for the aurung officers and other miscellaneous contingencies; but the actual expenditure varies with the number of works opened in the season, and is generally considerably below the estimated sum. Last year the expenditure was rupees 521, and in the previous year rupees 710.

Period of manufacture.

18. After the first spring tides in December, by which time the rice harvest has been gathered in, the molunghees begin to leave their homes for the places of manufacture, the journey and the preparations for it occupying a week or ten days. On reaching the aurungs, another week or ten days is taken up in hutting themselves, and constructing their works. If, therefore, the spring tides occur in the beginning of December, the manufacture can be commenced in the last week of that month, otherwise it is commenced in the beginning of January, and kept up without intermission till the middle of March, or sometimes, weather permitting, until the middle of April.

Advances to the molunghees.

19. The advances to the molunghees are regulated in a very different manner from the system in force in the Tumlook and Hidgellee Agencies. In those agencies the molunghees have not to purchase their fuel, they have only to cut it in the immediate vicinity of their khullarees, and it is of a kind which involves little labour in the cutting; they reside also, generally speaking, near their khullarees, and coolies or common labourers are procurable in any numbers, at a very low rate of remuneration. In Chittagong, on the contrary, the molunghees have to purchase their fuel, which is dear, and they live, for the most part, far away from the manufacturing aurungs, which imposes upon them the expenses of a journey, and of erecting temporary habitations at their works. A great number come from the Bullooah district, others from Ameerabad and Nizampore, and other places north-west of the station. Coolies are also procured with difficulty, and are paid at high rates; in fact, the molunghees are obliged to pay their coolies almost the entire season's wages in advance before they will engage.

20. In consequence of these heavier preparatory expenses, it is necessary in Chittagong to make heavier advances. As the advances are made on the value of the expected produce, the contracts entered into with the molunghees are limited to 400 maunds of salt per choolah or salt work, in order to keep down the advances, and reduce the risk as much as possible; but the molunghees are allowed to supply from each choolah as much salt in excess of the quantity contracted for as they can make,

21. The value of 400 maunds of salt, at 7 annas per maund, is 175 rupees. Of this amount, the molunghees, to enable them to make their preparations, receive, in September or October, 25 per cent. (4 annas in the rupee), or 44 rupees; and again in November a further advance of 37½ per cent. (6 annas in the rupee), or 66 rupees, making a total of 110 rupees for each saltwork, before the molunghees even repair to the manufacturing ground. On reaching the ground, they receive a further advance of 12½ per cent. (2 annas in the rupee), or 22 rupees, to enable them to commence the manufacture. 75 per cent., or ¾ths of the value of the quantity of salt contracted for is thus paid and risked before any salt is made. When the manufacture has commenced, all further advances are regulated by the produce, generally 12½ per cent., or 2 annas in the rupee, calculated on the value of the contract being advanced at each spring tides, so long as the quantity of salt produced shows that the advances are being properly worked out. A good molunghee is generally clear of his advances by the third, or the last, week of February. The fuel boats come at the spring tides, and the advances are, therefore, made at that time to enable the molunghees to purchase fuel.

22. Each molunghee is furnished with a hath-chittah or ticket, in which every payment made to him is entered and attested by the signature of the agent or his assistant.

23. The final settlement with the molunghees does not take place until the salt has been weighed into the Government golahs. In the aurungs, delivery is taken at the rate of 35 seers per pherrah of one maund capacity, and any balance found to be due to a molunghee at the close of the manufacture, on the quantity of salt delivered by him, calculating every pherrah maund at 35 seers, is paid over to him at once.

Security for the advances.

24. Besides having the security of the goomastah, the agent further protects the Government against the risk of the heavy advances made before any salt is manufactured, by taking security from the molunghees, who generally enter into bonds for each other, and thus it seldom happens that either the Government or the goomastah sustain any loss.

Molunghee's expenses for the season, for working a single choolah or salt work.

25. At the price of 7 annas per maund a molunghee must produce 250 maunds of salt to clear his preparatory advances, amounting to 75 per cent. of his contract, or rupees 110; but a choolah, or salt work, does not begin to pay until it has produced 679 maunds, as will appear from the following calculation of expenses for the season:

	Rs.	A.	P.
Wages of a pákee or man employed to superintend the boiling	18	0	0
Ditto of a second ditto	14	0	0
Seven gáboos, or common labourers, at 10 rupees each	70	0	0
Price of 7,000 pots at 4 rupees per 1,000	28	0	0
Dieting the above nine men, and the molunghee's own diet, for 3½ months, at 1 rupee, per man, per month	35	0	0
Cost of implements and of materials for the works, and for the hut in which the molunghee and his labourers live	8	0	0
Travelling expenses of 10 men from their homes to the manufacturing ground	4	0	0
Fuel	120	0	0
Total expenses for the season..	297	0	0

which at 7 annas per maund, is the value of 679 maunds of salt.

Molunghee's profit from a single choolah or salt work.

26. All salt made in excess of the above quantity, is therefore clear gain to the molunghee. On an average, each choolah or salt work, turns out 10 maunds per diem, which gives an average out-turn of 900 maunds for each choolah in a season of 3 months, and of 1,050 maunds in a season of 3½ months. Some choolahs turn out more, and some less, than 10 maunds per diem, but that quantity may be assumed as the average daily production.

Regulation of contracts and division of labour.

27. No contract is allowed for less than two choolahs each. Some molunghees take several contracts, either singly or in partnership; others take only a single contract, individually or between two or more. The molunghees only supervise the manufacture, and see that their workmen do not idle; the whole of the real labour falls on these latter, and is very severe; they work continually from dawn till 9 P.M., and require to be fed four times a day; by the end of the season they are completely worn out, and could not be induced to work any longer, indeed would not be capable of doing so if it were required of them.

Manufacturing process.

28. In Chittagong two kinds of salt are manufactured,* one called ját, and the other telinneah. Of the total quantity made, about three-fourths is ját, and one-fourth telinneah. The process of condensing the brine is exactly similar to that followed in the Tumlook Agency, and in the Bengal agencies generally; and the method of manufacture in all other respects is not materially dissimilar. In Chittagong the molunghees never plough, or prepare, the salt lands, the manufacture being on the shores of the Bay of Bengal, or close to them; the salt lands are covered during the October and November spring tides with very strong salt water, and become so highly impregnated with saline particles, that they can bear scraping from the commencement to the end of the manufacture, without being submerged, as in Tumlook, for the purpose of re-impregnation. Late in the season, the yield is perhaps less than at first, but the daily produce from each choolah is still very much in excess the quantity produced in Tumlook.

Manufacture of ját salt.

29. Ját salt is made by the molunghees who come from the districts of Bullooah and Tipperah, and that part of the district of Chittagong which lies to the north of the Kurnafullee river. The boiling houses are not covered in, but surrounded with a fence made of bamboos and grass. The choolah or furnace is formed much in the same way as in Tumlook, but the cone contains from 375 to 450 putnees or pots. Each pot holds 1½ seers of brine. There are four boilings a-day. A boiling lasts 3½ to 4 hours, and yields about 3½ maunds of salt. The pots seldom last beyond 8 days, and if the brine is very strong, they sometimes become unserviceable in 5 or 6 days. The salt, when made, is taken out of the pots and thrown into large baskets, where it is allowed to drain for 3 hours; it is then carried to the front of the molunghee's golah or store house, and there the produce of each boiling is piled up in conical heaps on mats spread out for the purpose.

Manufacture of telinneah salt.

30. Telinneah salt is manufactured only by molunghees who reside in the Chittagong district, to the south of the Kurnafoolee river.

31. The telinneah choolah, or furnace, is not raised above the ground, but sunk, and over it is constructed a cone, called kandah, of circular rings of earth prepared and baked by the potters, and stuck together with clay in circles until the cone is formed. The rims of imperfect and rejected boiling pots are taken for the rings. The interstices between the rings are filled in, and plastered with a mixture of clay and cow dung, which is allowed to dry before the choolah is used. The pots, called telins, from being of the shape of a cooking pot, are 9 inches wide at the mouth, with a slight bulge in the centre, and 6 inches deep; one is set on each ring. The kandah contains generally about 180 telins or pots. The choolah is entirely covered in, as also is the brine reservoir, which is at one end of the furnace-house, the golah or storehouse being at the other end. The filters are much smaller than those used by the ját molunghees, and are only five cubits in diameter. From 13 to 18 of these filters are required for each choolah, while only 6 are required for the ját choolahs, these being from 12 to 15 cubits in diameter. The reservoir contains a supply of brine sufficient for 5 or 6 days manufacture; when this is exhausted, the molunghee stops boiling for a couple of days, renews his pots, and if necessary, his kandah, and collects another supply of brine. During the 5 or 6 days' manufacture, the boiling is carried on without intermission night and day. There are generally 7 boilings in the 24 hours, the produce of each boiling being about 2 maunds, so that, allowing for the 2 days' cessation of the manufacture, in 7 or 8 days the average daily produce of both the ját and the telinneah choolahs is about the same.

32. The draining baskets are kept within the boiling houses, raised on three posts,

* See paragraphs 35 to 57 of the notes on the Tumlook Agency, Appendix B.

with a central stick, around which gachah salt is formed from the drippings of the basket. The salt is not previously heaped in front of the molunghee's golah, but is removed to it direct from the baskets. The gachah salt is removed every 14 days, by which time the drippings on each stick have grown to solid blocks of from 10 to 12 inches in diameter, and weighing from 1 to 1½ maunds. After removal, they are broken up and mixed with the other salt in the molunghee's golah.

Molunghees' golah

33. The molunghee's golah is about 12 cubits long, by 8 broad; the floor is raised in the centre, and slopes down on both sides to small drains, which receive and carry off the moisture which flows from the salt down the slopes. The floor is covered with a mat to keep the salt clean.

Quality of the sal

34. The strictest care is taken to ensure the purity of the salt, and any of doubtful quality is separately heaped, and stamped by the aurung officers, until the agent, or his assistant, visits the choolahs, when these heaps are carefully inspected, and the salt, if found to be inferior, is at once thrown into the taggár or brine pit.

Relative qualities ját and teli neah.

35. In cleanness and whiteness, the telinneah salt is very superior to the ját salt, being equal, in these qualities, when first manufactured, to the best refined Liverpool salt imported into Bengal; but owing to the greater care of late bestowed on the manufacture of the ját salt, the superiority of the telinneah over it is not now so great as it used to be.

36. The brine used for the telinneah choolahs being allowed to stand longer, the impurities are more completely precipitated; but the chief cause of the superiority of the telinneah salt is, that each boiling pot is separately and carefully filled with brine. The ját choolah or furnace, on the other hand, is not, like the telinneah choolah, a separate construction; it is formed only of the pots themselves, which are placed in circles, each circle being slightly elevated upon the other, until a cone somewhat flattened at the top is formed; the pots are cemented together with clay only, and the ruggedness of the cone is removed by filling in the empty spaces between the pots with a mixture of clay, cow-dung and chopped straw, or flax, so that the choolah when completed presents a smooth surface level with the mouths of the pots, or like a telinneah kandah before the pots are put on. The pots of the ját choolah thus admit of being filled by upsetting the brine on the top of the cone; and that is the method adopted; the brine trickles down from circle to circle, gathering the impurities of the surface of the choolah in its course, and so the cleanness of the salt is affected; formerly, when the mixture by which the surface of the choolah was formed, consisted only of clay and cow-dung, a greater quantity of impurity was collected, but the addition of chopped straw or flax, by increasing the adhesiveness of the mixture, lessens the quantity of slime and dirt gathered by the brine. A system of skimming the ját pots during the boiling, has also been adopted, which has helped to improve the salt in cleanness and whiteness.

Method of bringin the produce t account, and pre venting its ab straction.

37. Each chur mohurrir, or, when he may be prevented, his subordinate chuprassee, stamps every day the salt of each boiling in his kitábut or beat, as it lies, in the case of the ját salt, in the conical heaps before the golahs, and in that of the telinneah salt, in the drainage baskets. On the following morning, early, the chur mohurrir visits in succession every salt work in his beat, and after personally measuring all the stamped salt of the previous day's manufacture, with a pherrah, of the capacity of one maund, with the help of the molunghees, he has it removed into the molunghee's storehouse, where it is kept separate from the main heap which bears the mootayan's stamp. He then makes an entry of the number of boilings, and the total produce of the day in his hath-shoomar, or day-book, and also in the molunghee's golah shoomar, or golah ticket, which is suspended in the golah for the molunghee's satisfaction. All the salt of the week is separately heaped together in the golah in this manner. At the end of the week, the mootayan examines all the weekly heaps in the kitábuts within his mokám or subdivision, to see that the quantity of salt entered as manufactured has been *bonâ fide* stored, re-measuring the heaps if his suspicions are raised as to the quantity of salt they are said to contain. When satisfied of the correctness of the heaps, he mixes up the week's produce with the main heap, and puts his own stamp over the whole, countersigning at the same time the day-book and the golah ticket. The mootayan from this time becomes responsible for the correct out-turn of the molunghee's golah.

38. To preserve a greater check over illicit transactions, and to make it easier to prevent the abstraction of any of the produce, measures are taken to render each salt work capable of producing the same quantity, and this quantity being ascertained, every effort is made to keep the daily manufacture at the full amount. Any deficiency on this amount, in the day's produce of any salt work is carefully inquired into, and unless it is satisfactorily accounted for, the molunghee renders himself liable to have his salt work closed, the Goomastah of the aurung being required, in that case, to make good any balance which may be due on the advances.

Measurement of the salt in the au rungs, prior to transportation to the Governmen store golahs.

39. In the Tumlook and Hidgellee Agencies, each molunghee's salt is finally weighed in the aurungs, prior to its removal to the Government store golahs, his account is settled on that weighment, and the salt as soon as it has been weighed is at the risk of Government. In the Chittagong Agency, on the contrary, no scale weighment of the salt manufactured by each molunghee takes place in the aurungs prior to its transportation to the Government store golahs, but only a measurement by a wooden pherrah of one maund capacity, and as, not the salt of each molunghee, but of each kitábut, is separately transported and weighed into store, and the account of the molunghees is finally settled upon such weighment by kitábuts, it is obviously very essential that all the salt of each kitábut should be so carefully measured as to obtain as nearly as possible an uniform out-turn from each pherrah; the

greatest pains are therefore taken to secure this uniformity of out-turn, by a process of filling the pherrah in such a manner as to obviate the use of manual agency, which even if honestly exercised is not fully to be depended upon, and to ensure its containing as nearly as possible the same quantity on each occasion. The following is the method pursued:—

Method of measuring the salt.

40. A level place is prepared in front of the molunghee's golah, on which mats are laid down; two strong perpendicular posts are then inserted into the earth about one yard and a-half asunder, with a cross bar tied firmly to them about two cubits from the upper edge of the pherrah, which is placed between the posts. The salt is filled into baskets called perroahs, three of which are estimated to fill a pherrah quite over; these baskets are then lifted, in succession, so as to rest on the cross bar, and in that position their contents are tilted over into the pherrah; on each occasion the salt is roughly adjusted with the fingers, and is finally cut even with the edge of the pherrah by drawing a flat piece of wood called a dangah across it, the dangah being about three inches wide and one inch and a half thick, and somewhat longer than the pherrah. By this contrivance the salt falls into the pherrah with unassisted and uniform gravity, so regulated, that when the pherrah is filled, and the salt is drawn even with its edge, in the manner above indicated, it contains as nearly as possible one maund.

Account of the measurement.

41. The contents of the pherrah are then entered by the chur mohurrir into a book called the wuzun buhee, or measurement book, every page of which has been previously attested by the agency seal, and the signature of the agent, or his assistant, after which the salt is turned on to the mats, and is at once conveyed to the boats which are to transport it to the Government store golahs.

42. The measurement is conducted in the presence of at least four molunghees of the same kitábut, including the owner of the salt, who are required to be in attendance to see that it is carried on fairly, and to attest it by signing the measurement book. The salt is at the risk of Government as soon as it is taken from the molunghee's golah, and placed in the transport boats which are to convey it to the Government store golahs; from that time the goomastah is held responsible for it, except for loss in transit, until it is weighed over into store.

43. The reason why the salt is not weighed, instead of being measured, at the works prior to transportation to the store golahs, as in the Tumlook and Hidgellee Agencies is, that, owing to the earlier setting-in of the rains and stormy weather in Chittagong, it is necessary to store the salt so much sooner that it cannot be left at the works long enough to allow the moisture, inherent in newly-made salt, to drain off, and to weigh the salt before it has become sufficiently dry would be a mere waste of time, as the out-turn would afford no useful approximation to the ultimate weight.

Transportation of the salt from the aurungs to the Government store golahs.

44. The transportation of the salt from the salt works to the Government store golahs commences, generally, about the end of February. It is effected by contract. At the end of November, or beginning of December, tenders are invited for two separate contracts, one for boats of a large size which come from the island of Sundeep, capable of carrying from 500 to 700 maunds of salt each trip, the other for the smaller Dessee or Chittagong boats, varying in tonnage from 80 to 160 maunds, and seldom exceeding 200 maunds. The former are used for conveying the salt of works situated on large creeks; the latter of those situated on smaller channels, whence the salt can only be removed during the spring tides. About 500 boats are employed, consisting of from 300 to 350 of the larger kind, and 150 to 200 of the smaller sort. The contractors and the maunjées of the boats furnish security for the due fulfilment of their contracts; the maunjées entering into bonds for each other.

45. The rates of contract last season ranged from rs. 4:15 to rs. 6:3 per 100 maunds, according to the distance and position of the works; this year, the rates have been reduced 2 annas per 100 maunds all round. In the first instance, an advance is made to each maunjée at the rate of 20 rupees for each Sundeep boat and 8 rupees for each Dessee boat; subsequently, they are paid each trip for every 150 pherrahs at the rate of 100 maunds, less 5 per cent., the pherrah being a measure of one maund capacity. When the transport operations are completed, they are paid up any balance which may be due to them at the above rate of calculation, their accounts not being finally adjusted until the salt is weighed into store, when they are settled on the actual weight of the salt transported.

46. Each maunjée is furnished with a hath-chittah, or ticket, in which the first advance, and all subsequent payments are entered, each being made in the presence of the salt agent, and attested by him on the hath-chittah.

47. At each trip the maunjée of the boat is furnished with a chelaun or invoice, signed and sealed by the agent, or his assistant, to protect the boat from seizure, and specifying the quality of the salt, whether ját or telinneah, the kitábut from whence it comes, and the molunghee or molunghees to whom it belongs. The molunghees of the kitábut are obliged either to accompany the salt, or to depute a person, on their part, as churrundar, or supercargo, to convey the salt to the Government store golahs and to see it received into store. Unless this is done, the salt agent is not bound to compensate the molunghee for any loss in transit, or from erroneous storage of his salt.

48. The goomastahs contract for the conveyance of the salt from the salt works to the boats. The rate paid last season was 13½ annas per 100 maunds. There is no charge of this nature in the Tumlook and Hidgellee Agencies, as there, the molunghees and boatmen carry the salt to the boats. The goomastahs contract also for clearing out the creeks through which the boats convey the salt.

Receipt of the salt

49. All the salt manufactured in this agency is stored at the town of Chittagong in

golahs, or warehouses, congregated on the right bank of the Kurnafullee river. There are at present 28 golahs, each capable of containing from 30,000 to 90,000 maunds of salt. They are entirely composed of mat, straw, and such like combustible materials, and one may be run up in two or three weeks at a cost of about rupees 100. Two years ago there were 51 golahs, in which 22 lacs of maunds of salt were actually stored; but, usually, accommodation is provided for from 12 to 14 lacs of maunds. A portion of the ground on which the golahs are erected belongs to Government, and for the remainder, ground rent, to the amount of rs. 627 : 6 : 7 per annum, is paid to the proprietors. into the Government store golahs.

50. Previous to the commencement of the manufacture the golahs required for the storage of the season's salt are put into thorough repair, and completely matted with split bamboos, to keep the salt from contact with the ground. They are then allotted to the two aurungs, and divided into as many spaces as there are kitábuts, to admit of the salt of each kitábut being stored separately pending weighment. On the arrival of a boat the churrundar, or supercargo, informs the mohurrirs entertained there on the part of the goomastahs, who after examining the cargo on board, and finding it to correspond with the particulars entered in the chelaun, or invoice, receive it into store. The mohurrirs are nominated by the goomastahs, but paid by the Government at the rate of 10 rupees each per mensem; two are entertained on the part of the jooldeah goomastah, and one on the part of the Barchur goomastah. When the storage is completed, the entrances to the golahs are carefully closed up, and the drain opened to allow the salt to drain as much as possible. The storage is generally completed by the 15th of April. Until the salt is weighed into store the goomastahs continue to be responsible. The carriage of the salt from the boats to the golahs is a separate charge in this agency. In the Tumlook and Hidgellee Agencies the boat people land the salt on its arrival at the store depôts.

51. On the 1st of June, or as soon after as possible, by which time the salt has become sufficiently dry, the weighment is commenced. The goomastahs, the aurung establishments, and certain of the molunghees, selected by themselves, of each kitábut, attend to check the weighments. When the salt is stored in the golahs a small space is left at one end to admit of the scales being placed inside; the salt, as weighed, is heaped against the entrance, so as to preclude all access to the golah from that end, and the scales are moved on until, when all the salt in a golah has been weighed, they reach the other end. As the weighment of each kitábut is completed, the responsibility of the goomastah ceases, and that of the golah darogah commences. Two tallies are kept, one by the aurung officers, the other by the golah officers; these are mutually signed in the golahs by all the parties present, the tallies kept by the golah officers being also countersigned by the assistant agent, and finally registered in the office, until the whole salt of the season has been disposed of, when they are destroyed. Weighment of the stored salt.

52. There are generally 14 sets of scales at work, and the weighment proceeds at the rate of 1,000 maunds per scale per diem or 14,000 maunds daily. An establishment is permanently entertained for only seven scales, which being sufficient for the weighment of only 7,000 maunds, the darogah is allowed 12 as. for every thousand maunds weighed in excess of that quantity. He is also allowed 1 rupee 12 annas; per 1,000 maunds for coolies, including baskets, &c., to cut, carry, and store the salt.

53. When the whole of the salt in any golah has been weighed, the end of the heap is formed into steps, and covered with impressions from the golah darogah's stamp. The agent, or his assistant, then places several impressions of the agent's private or check-stamp on the face of each step; the heap is carefully examined, and the number of steps and impressions noted; the golah is then closed and two locks are affixed to the door, the key of one being kept by the agent, and that of the other by the darogah.

54. In about 2 or 2½ months the weighment is completed; the accounts of the molunghees and of the maunjees who brought the salt from the aurungs to the store golahs are then made up, and they are paid, in the presence of the agent, the balances due to them according to the actual weight of the salt. In the case of the molunghees the scale out-turn of each kitábut is rateably apportioned to the number of pherrah measures received at the works from each molunghee of the kitábut. Final settlement of the accounts of the molunghees and boatmanjees.

55. The following establishment is permanently entertained for the store golahs:— Golah establishment.

	Rs.
1 Darogah on	200
3 Kantah mohurrirs at 20 rupees each.	60
4 Ditto at 15 rupees each	60
2 Kyals, at 10 rupees each	20
5 Ditto at 8 rupees each	40
1 Office mohurrir	8
1 Jemadar of guard	15
1 Naeeb Ditto	6
1 Ditto	6
15 Burkundazes at 4 rupees each	60
1 Sirdar or chief goldar	5
19 Goldars at 4 rupees each	76
1 Aduldar or stamper	3
Total per mensem	559

56. The kantah-mohurrirs and kyals constitute the weighing establishment, exclusive Duties and respon-

sibilities of the golah establishment.

of coolies, who are hired as required. These and the darogah furnish a considerable security, and are responsible for any deficiency in the out-turn of the golahs in excess of the fixed wastage allowance, in the following proportions:—

Darogah	$\frac{6}{16}$
Seven kantah mohurrirs	$\frac{5}{16}$
„ kyals	$\frac{5}{16}$

They are allowed wastage on Chittagong salt at the following rates:—

First 3 months	$2\frac{1}{4}$ per cent.
„ 6 „	$3\frac{1}{4}$ „
„ 9 „	$3\frac{3}{4}$ „
„ year	4 „

To obviate objections of excess wastage being attributable to ill-executed repairs, it is usual to give the darogah the contract for the annual repairs of the golahs; last season these cost rs. 1,830:11:11.

57. The office mohurrir keeps the golah accounts. The jemadar, with his naeebs and burkundazes, keeps watch over the treasury and the store golahs day and night, and the goldars are employed on all menial duties connected with the golahs; the business of the Aduldar is to stamp salt that has been weighed.

58. When a golah is opened all the checks are carefully examined, and, if these are found to tally with the closing report, the golah is at once made over to the sole charge of the darogah.

Sale and delivery of the salt from the Government store golahs.

59. All salt the manufacture of this agency is disposed of wholesale, the deliveries being managed upon the same system, and under the same checks, as in the Tumlook Agency.* The price at present fixed upon Chittagong salt, deliverable at the agency golahs, is rupees 318 per 100 maunds, of which rupees 250 is the duty, or profit, and rupees 68 the calculated cost. The bulk of the salt is taken, in the first instance, to Naraingunge, a large mart on the right bank of the Megna, about 16 miles south of the city of Dacca; from thence it is distributed through the north-eastern districts constituting Upper Bengal.

Suspension of the manufacture, and contemplated abolition of the agency.

60. The manufacture was suspended in the Chittagong Agency in 1838–39 for one year. In 1852–53, it was again suspended, and measures were taken to wind up and close the agency, it being anticipated, from the large and increasing importations of Liverpool and other Foreign salts to Calcutta, that it would not be necessary to work this agency again. At that time, there was an accumulation of 22 lacs of maunds of salt in the Chittagong golahs; but the importations having suddenly decreased to a great extent, from Liverpool in 1852–53, and from all quarters, to a much greater extent, in 1853–54, the whole of the Chittagong stock was taken off before the end of the latter year, and it became necessary to re-open the agency in that year.

Storage of Arracan salt at Chittagong.

61. All salt purchased by the Government in Arracan is transported to, and stored for sale at Chittagong. A full account of the system of purchase and transport of Arracan salt is given in the section on that Province. The wholesale price at present fixed upon Arracan salt is rupees 329, of which rupees 250 is the duty, or profit, and rupees 79 the calculated cost.

Importation of Madras salt for the supply of the retail sales in Chittagong and Bullooah.

62. Kurkutch, or solar evaporation, salt is also imported to Chittagong from the Madras coast, for the supply only of the retail sales in Chittagong and Bullooah. The Bengal Government indent on the Madras Government, yearly, for the quantity required, the indent being regulated by the stock in hand, and the estimated consumption; the whole is supplied from Nellore, the salt of that district being most in request. The salt is brought to Chittagong in vessels belonging to that port, and under contracts entered into by the owners with the salt agent. The risks of transport are borne by the contractor who purchases the salt on board at 15 rupees the 100 maunds, that being the average actual cost to the Madras Government of manufacturing the salt, and putting it on board, and undertakes to deliver it at Chittagong at a fixed remunerative price, with an allowance of $2\frac{1}{2}$ per cent for wastage; the present contract price is 46 rupees per 100 maunds, which yields to the contractor a profit of 31 rupees on the 100 maunds.

63. The object of retailing Madras salt for local consumption throughout the district of Chittagong, and in part of the adjoining district of Bullooah, is to facilitate the prevention of illicit manufacture, and the detection of smuggling, as that salt differs essentially in appearance from the salt produced in the Chittagong agency, and which might be manufactured in some parts of the Bullooah district. A full account of the retail sales in these districts is given in the note† on the system of retail and local sales.

Experimental manufacture of Kurkutch, or solar evaporation, Salt in the Chittagong Agency.

64. In 1827–28, an experimental manufacture of salt by solar evaporation, for consumption in the districts of Chittagong and Bullooah in lieu of Madras salt, was attempted in the Chittagong agency.

* See paragraph 90 to the end of the notes on the Tumlook Agency, Appendix B.

† Appendix C, No. 6, paragraphs 11 to 28.

65. The experiment was continued for 5 years, until 1831-32, after which year it was abandoned, and the manufacture prohibited on the ground that it encouraged and supplied an extensive illicit trade, and that the same description of salt might be imported from Madras at little, or no, advance on the cost of the local manufacture. Period of the experiment, and cause of its discontinuance.

66. The manufacture was carried on in the Island of Kootubdeah, in Aurung Barchur, and on the mainland coast on the opposite side of the Kootubdeah channel, in Aurung Jooldeah. Locality of the manufacture.

67. The process of manufacture observed in the Madras Presidency was followed, Madras molunghees having been procured from Cuttack to teach it. In the first year, the salt produced was made principally by hired labourers under the guidance of the Madras molunghees. In the following years it was manufactured wholly by contract with Chittagong molunghees. The following table exhibits the results of each year's experiment:— Process and results of the manufacture.

STATEMENT showing the results of the Experimental Manufacture of Kurkutch Salt in the Chittagong Agency.

Year of Manufacture.	Quantity of Salt made.	Price paid for the Salt per maund.	Cost of the total quantity of Salt made.	Rate of Transport charges per 100 maunds.	Total cost of Transport to the Store Golahs.	Total cost of the Salt, including Transport and Storage charges.	Rate of cost per 100 maunds.	Remarks.
		A.					R. A.	
1827-28	1,732 0 0	..	1,080 0 7	..	33 10 1	1,113 10 8	64 6	1827-28. — The figures in the first line show the results of the manufacture by hired labour, those in the second line the results by contract.
	692 32 0	7	303 8 7	..	14 0 0	317 8 7	45 12	
	2,425 32 0	..	1,383 9 2	..	47 10 1	1,431 3 3		
1828-29	28,623 20 0	7	12,522 12 6	1 12	500 14 6	13,023 11 0	45 8	
1829-30	839 0 0	..	.. ..	..	.. ..	.. ..	..	1829-30.—In this year the manufacture failed altogether.
1830-31	18,681 11 12	5	5,837 14 6	1 11	315 3 10	6,153 2 4	33 0	
1831-32	70,550 10 0	5	22,046 15 3	1 9	1,102 5 6	23,149 4 9	33 0	

68. It was calculated that the cost to the contractor of producing 100 maunds of salt did not exceed 20 rupees, or at the most 25 rupees, being at the rate of from 3 to 4 annas per maund; as follows:—A set of salt pans capable of yielding 300 maunds in the season, required the attendance of 5 labourers, whose wages, for the season of 6 months, at 3 rupees each per mensem, amounted to rupees 90, or rupees 30 per 100 maunds; but as, in effect, the constant attendance of the salt workers was not requisite for more than 2, out of the 6, months, the actual cost of the salt was estimated, as above stated, not to exceed rupees 20 or 25 the 100 maunds. Cost of production.

69. The quality of the salt was variable, and even that which was approved of as of good quality when first made, seemed to deteriorate from being kept any time in store. The good salt was considered to be superior to the salt usually imported from the Madras coast, and was preferred by the people to that salt. Quality of the salt.

70. It is supposed that salt by solar evaporation does not admit of being manufactured in the Chittagong district to any great extent, because it could only be made in the cold season, or from the latter end of December to early in March, during which period the heat is insufficient to create such an evaporation as would ensure a very large production of salt. In March, the low lands are commonly inundated, and storms accompanied by rain commence, as shown by past accounts of the Agency. In one of the years of the experiment (1829—30), as appears from the statement at paragraph 66, the manufacture failed altogether, owing to the unfavourable weather, generally from February to April; whenever the works were in a state of producing salt, a heavy fall of rain, with stormy winds continuing for days, impeded the manufacture, and injured the works and saline mixture. Capability of the manufacture.

71. In 1843, a Mr. Kelly applied to be allowed to manufacture kurkutch salt in Chittagong on the same terms of contract as regards advances, and in other respects, as were conceded to the native molunghees; but his application was negatived by the Government on the report of the Board of Revenue, it being thought proper to maintain the prohibition of 1833 against the local manufacture of salt by solar evaporation. Application to manufacture on the terms usually conceded to native molunghees negatived.

GEO. PLOWDEN, *Commissioner.*

Appendix C.—No. 3.

Note on the manufacture, storage, sale, and delivery of salt in the Balasore, Central Cuttack, and Pooree Agencies, in the province of Cuttack, adapted principally from the Revenue Commissioner, Mr. Samuells', Report on the Salt operations of the Province, for the year 1853—54, and from the annexures to that Report.

Number of agencies.

1. In the province of Cuttack there are three agencies, in which the manufacture of salt is carried on on account of Government, viz., one in each of the districts of Balasore, Central Cuttack, and Pooree, into which the province is divided.

Boundaries of the province.

2. The province extends for about 230 miles along the western shores of the Bay of Bengal, from the Soobunreeka river, which separates it from the district of Midnapore, on the north, to the district of Ganjam, in the Madras Presidency, on the south. On the east are the hill tributary estates, which are included in the province, and separate it from the Chota Nagpore country. A map* accompanies, in which all the salt features of the province are exhibited.

3. Before noting upon the agencies separately, it will be convenient to give a slight sketch of the salt administration of the province generally, since it fell under the British rule, and to notice briefly those points in which the system which obtains there, differs from that of the Bengal agencies.

Introduction of the salt monopoly in the province.

4. When the British Government took possession of the province of Orissa in 1803, the manufacture of salt was in the hands of the rajahs and other zemindars whose estates bordered on the coast; but the quantity manufactured appears to have been trifling, when compared with the produce of the present day.

5. The Government monopoly was introduced throughout the province in the year 1804, to the extent of prohibiting any manufacture of salt unlicensed by the Commissioners; but the zemindars were allowed, for some time afterwards, the option of selling the salt to Government, at 4 annas a maund, or of paying a duty of 12 annas, and selling to whom they pleased.

6. The introduction of the manufacture under the exclusive superintendence of Government officers appears to have been gradual; and some of the present aurungs, or manufacturing localities, were not opened till the year 1813; nor can the system be said to have been thoroughly organized until the year 1811.

Arrangements with zemindars.

7. Even then, it was considered necessary that the zemindars should continue to have an interest in the manufacture, and Mr. King, who was at that time salt agent for the whole province, was authorized to enter into agreements with the zemindars, whereby, in consideration of receiving $1\frac{1}{2}$ annas per maund on all salt manufactured within their estates, they made over to the Government their salt and fuel lands, and divested themselves of all right to interfere with the molunghees. This allowance was calculated in sicca rupees, on a seer of 82 sicca weight, and considerable deductions were made for wastage. In 1838, subsequent to the change in the weights and currency, and the abandonment of the claim for wastage previously made on the molunghees, Mr. Ricketts, then Commissioner of the province, readjusted the allowance, which then became 1 anna 4 pies per maund, or rs. 8:5:4 per 100 maunds. The similar allowance on the pungah of the Chilka Lake in Pooree was at the same time fixed at 5 rs. 9 annas per 100 maunds.

Zemindar's agreements.

8. Appended are translations† of two of the agreements executed by the zemindars. These agreements constitute the chief peculiarity of the Cuttack Agencies, and a knowledge of their terms is indispensable to a proper understanding of the internal economy of the agencies. It is, however, to be observed that the phraseology of these documents is not always precisely the same, and that with some of the zemindars, on whose estates aurungs were formed at a period subsequent to 1811, no formal agreements whatever have been entered into, there being merely a tacit understanding that they shall be dealt with on the same terms as the zemindars with whom the first contracts were made.

9. An attempt was made, in 1840, to induce the zemindars to accept of terms more favourable to Government than those contained in their agreements, and many of the smaller zemindars, who dreaded the abolition of the manufacture in their estates, consented to a considerable reduction in the rate of the mooshaireh, as the per centage which they receive is styled. The principal zemindars, however, refused to allow of any alteration in the terms of the compact, and the Government, in the 24th paragraph of their letter, dated the 24th of December, 1842, declined to sanction the proposed reduction, on the ground that it was too sudden and too large.

* Map No. 10.

† Inclosures Nos. 1 and 2.

10. In 1811, Mr. King recommended that, in addition to the moshaireh of 1½ annas per maund, the zemindars should receive a certain quantity of salt under the designation of khorakee, or diet allowance, for the use of themselves and their families. This was sanctioned by the Government, in a letter to the Board of Trade, dated the 24th of December, 1811; and, although not inserted in the agreements, the allowance has continued to be given ever since. The quantity allowed to each zemindar was somewhat arbitrarily allotted at the time, and varied considerably in different estates; but in 1835 the Salt Board fixed it at 15 seers on every 100 maunds manufactured on the estate. Khorakee allowance.

11. Some correspondence took place in 1853 regarding this khorakee allowance, and the agents of Balasore and Central Cuttack considered that it might be abolished; but the Commissioner of the province agrees with the agent of Pooree that the allowance, having been stipulated for by the zemindars when the authorities first contracted with them, and having been formally sanctioned by the Government, cannot now be withdrawn without a breach of faith.

12. The Board of Revenue, however, are not of opinion that the faith of Government is pledged to a continuance of the allowance by their orders of the 21st of December, 1811, relied on by the Commissioner. It was granted, they observe, as an indulgence, and was not a matter of express stipulation; but, considering that it is an indulgence which has been enjoyed ever since the transfer of the manufacture to Government, and that it has been continued without question in Hidgellee and Tumlook, they do not think it necessary or advisable to interfere with it now in the agencies of Cuttack.

13. A considerable portion of the khorakee allowance has been commuted into a money payment, viz., all in Balasore, one-half in Central Cuttack, and two-thirds in Pooree; and the Commissioner represents that it would tend to prevent smuggling, and to simplify the accounts, if the remainder were similarly dealt with.

14. The khorakee charges amounted in the past year, 1853—54, to rupees 7,821 5 5, distributed as follows:—

Balasore	3,808	0	10
Central Cuttack	1,637	7	9
Pooree	2,375	12	10
Total	7,821	5	5

15. The Cuttack Agencies were originally placed under the charge of a single agent, who corresponded direct with the Board of Trade. In 1817, in consequence of the rebellion in Khoordah, which was attributed in some measure to the great rise in the price of salt, consequent on the taxation of that article, a Commissioner was appointed to Cuttack, who was vested by Regulation V, of 1818, with the powers, *inter alias*, of the Board of Trade, to whom the agent thenceforward became subordinate. Administration of the agencies.

16. That portion of Regulation V, of 1818, which confers the powers of the Board of Trade, now of the Board of Revenue, on the Commissioner of Cuttack never having been repealed, that officer still continues legally vested with those powers. For some years, the Commissioner corresponded direct with the Government, but, this being found inconvenient, he was, about the year 1829, directed to address his communications to the Board; and of late years it became more and more the practice of the Commissioner to consult the Board on all matters of any importance. At length, in 1851, it was formally decided that the Commissioner should in future consider himself equally subordinate to the Board of Revenue in salt as in all other revenue matters.

17. No rules have ever been laid down defining the powers or the duties of the Commissioner under this new arrangement, but in practice the Commissioner disposes of all ordinary or emergent references, and directs the operations of the agency, referring all important questions, such as involve any modification of the established system, any change in the strength or distribution or pay of the establishment, any alteration in the prices fixed for the local sales, or any variation of the supply of salt required for export to Sulkea, and the arrangements for its transport, to the Board; and submitting to them an annual report of the operations of the several agencies. It does not appear to the Board that more than this is necessary, or that any special rules need be drawn up defining the relative positions of the Board and the Commissioner in the Salt Department, and their respective duties.

18. In 1826, the agency of Balasore was separated from the southern portion of the province, and placed under the Collector of that district; and, in 1829, the province was finally divided into three salt agencies, superintended, respectively, by the Collectors of Balasore, Central Cuttack, and Pooree, who were appointed salt agents for that purpose. The civil surgeons of Balasore and Pooree were, in 1828, appointed assistants to the agents of those districts, and, in 1842, an uncovenanted assistant was allowed to the agent of Cuttack. Establishment of present agencies.

19. Their medical duties necessarily detaining the civil surgeons at the head-quarters' stations more than was consistent with the interests and efficiency of the salt administration, uncovenanted assistants have now been appointed to the Balasore and Pooree agencies, on a salary of rupees 300 per mensem each, in supersession of the medical officers.

20. When the salt department in the province of Cuttack was first brought under the control of the Commissioner, the salt aurungs, or manufacturing tracts, extended in an Salt aurungs.

unbroken line along the shores of the Bay of Bengal, from the Soobunreeka river, the north boundary of the province, to the Devee river, the south boundary of Central Cuttack, and skirted the Chilka lake in Pooree on two sides, the east and south-east.

21. It is unnecessary to trace the various changes which have since taken place in the aurungs. It is sufficient to observe that, at present the Balasore aurungs, eight in number, extend from the Soobunreeka river to the Dhamrah river; that between the Dhamrah and the Devee river lie the Central Cuttack aurungs, seven in number; and that, with the exception of two aurungs, one on the north, the other on the south bank of the Devee, the whole of the Pooree salt is manufactured in eight aurungs on the banks of the Chilka lake.

Salt lands, how circumstanced.

22. The salt lands in the Pooree and Cuttack Agencies, with the exception of those attached to the Hurridass and Bhoosoondpore aurungs of the former, are either rent free or are held by tributary rajas, who pay a quit rent, permanently fixed, to Government. In the Balasore agency, and in the Hurridass aurung of the Pooree agency, the land is, for the most part, held under a temporary settlement, which expires in 1867, and the Bhoosoondpore aurung is situated in the Khoordah estate, which is the property of Government.

Compensation in the event of cessation of manufacture.

23. In the permanently settled estates, the salt lands have not been separately assessed, and the tribute paid by the owners being in a very trifling proportion to the assets of the estates, it has been doubted whether, in the event of a discontinuance of the salt manufacture in those estates, they are entitled to any compensation. In 1843, the Government declined to decide the question, which had been much discussed, on the ground that the discontinuance of the manufacture of salt in estates paying a fixed tribute was a remote and improbable contingency, for which it would be time enough to provide when it arose. In 1852, when it was in contemplation to discontinue the manufacture in the Astrung aurungs of the Pooree Agency, a proposition on the question in connection with the claim of the zemindar of Killah Mirritchpore, a permanently settled estate in which more than half the salt manufactured in the tract to be abandoned had been produced, was submitted for the consideration of Government, but no orders were passed; and, as immediately afterwards the low state of the Government stock of salt, and the urgent demand for as much salt as could be made, rendered it impossible to contract the manufacture, either in Cuttack or elsewhere, it became unnecessary to press for a decision of the question.

Present state of the question as regards the salt moshaireh claims of the zemindars.

24. The state of the case as regards the salt moshaireh claims of the zemindars under Mr. King's settlement, and their right to compensation in the event of the discontinuance of the manufacture in their estates, stands at present thus:

25. Salt is manufactured in two descriptions of revenue paying estates, viz., in temporarily settled estates, and in estates subjected by section 35, Regulation XII, of 1805, to the payment of a fixed annual "quit rent in perpetuity."

26. In 1842, the Government of India ruled to the following effect:—

First. That the khullaree rents were the zemindar's right, and that his profits from them were among the assets on which the jumma of his estate was fixed.

Second. That the tenure of the salt agent, under the terms of the agreement entered into by the zemindars with Mr. King in 1809 to 1811, was of the nature of an underlease, or talook, of the salt lands and jungle facilities of each zemindaree, that is, that the zemindar agreed to pay his land revenue as heretofore, making over to the salt agent, as a subordinate talook, all the salt and fuel lands he might require, on the condition of receiving $1\frac{1}{2}$ a. per maund for all the salt manufactured through the use of these facilities and means.

Third. That if the Government were to give up the salt monopoly, or for any other cause cease to make salt, there is in Mr. King's engagements no penalty, and no stipulation of a continuance of the income derived heretofore from the $1\frac{1}{2}$ annas per maund of manufacture.

Fourth. That the Government has the power to throw up the salt agent's lease, and that the zemindar has not guarded himself against such a contingency, nor provided for himself any alternative, save that of claiming, in the Land Revenue Department, release from any payment on account of salt lands, or, as under later settlements, on account of the salt agent's rent, and besides being so released, of resuming possession, and cultivating all the fuel or salt land that is culturable.

Fifth. That the Cuttack zemindars, whether enjoying a perpetual settlement or a temporary one, should be dealt with alike, that is, left to claim remission consequent on the cessation of manufacture, that there is no difference in the case of either. Those whose payments of jumma were settled in perpetuity, partly on land and partly on a calculation of salt assets, being only entitled, failing the salt assets entirely, in consequence of the Government's discontinuing the manufacture, to receive remission of as much as they paid upon salt.

Sixth. That to deal liberally, the Government might give the zemindars, besides the remission of their salt jumma, and leaving the salt and fuel lands to be turned to account agriculturally, a malikana, or compensation for their fair assumed profits, to be limited however to one-third in excess of the jumma remitted.

Case as regards temporarily settled estates.

27. In the case of the temporarily settled estates, of the $1\frac{1}{2}$ annas per maund which the zemindars receive on all salt manufactured, one third is paid to Government as land revenue. In the event, therefore, of the Government abandoning the manufacture, the moshaireh payments to the owners of these estates would cease, and they would be entitled

to a release from the above salt jumma, consisting of one-third of the moshaireh payments calculated on an average of years; and also, for the term of the settlement, to a malikana, or compensation, for loss of profits of 20 per cent. on that jumma, together with the free possession of the salt and fuel lands.

Case as regards estates settled in perpetuity.

28. But the assessment of the estates settled in perpetuity, was not founded on any ascertained data of agricultural profits, or emolument, previously enjoyed from the manufacture of salt, or from other sources; it was fixed, without any reference whatever to their assets, by the Board of Commissioners deputed into the province after the conquest, at the tribute or pepper-corn rent paid by the zemindars to the Mahratta Government, less certain deductions particularized. Under the ruling of 1842, the zemindars of these estates might be referred to the land revenue department for any reduction of their jumma, which they could claim in consequence of the loss of their assets by the abandonment of the salt manufacture, and be left to prove that part of their jumma was originally fixed on assets derived from salt; but as it had been several times declared that no such proof was forthcoming, the Board of Revenue, in making their proposition on the question in 1852, stated that they could not advise such a proceeding.

29. It was notorious, the Board observed, that the assessment of these estates is very light, certainly not exceeding a moiety of the Mofussil jumma; but such as it is, it was fixed by the Mahrattas and adopted by the British Government, and it was scarcely probable that any available asset escaped calculation when it was first imposed. It was but fair, therefore, they thought, to conclude that salt formed a part of those assets.

30. They proposed, therefore, to allow compensation to the zemindars at the rate of 6 pies per maund of salt, on a quantity averaging the yearly manufacture for the last 7 years. In fixing this rate, they deducted from the 1½ anna of Mr. King's settlement, one-third or half an anna, as the estimated value of the fuel lands to be relinquished. The remaining two thirds, or one anna, they assumed as the income of which the zemindar would be deprived; but, as that income was known to have been very largely enhanced by the extension of the manufacture, they considered that half that rate would adequately represent the same income as it stood in 1805.

31. Of this 6 pies, 3 pies might, they thought, on the assumption that the Mahratta assessment was half rental, or thereabouts, be regarded as part of the zemindar's quit rent, and 3 pies as forming his proprietary profits. In this view, the first moiety, they proposed, should at once be struck off the sudder jumma of the estate, the latter being continued as a remission for the term of 20 years, by the expiration of which time the abandoned khullaree lands might be expected to have been turned to account.

32. This is the proposition on which no orders have been passed, the question, as regards the estates assessed at a permament quit rent, being thus left undecided.

Case as regards rent free estates.

33. As regards the salt lands of rent free estates, these appear to be simply rented by the Government, and the leases might be thrown up, the rent ceasing to be paid, in the event of the Government abandoning the manufacture.*

34. The moshaireh charges amounted in the past year 1853—54 to rupees 1,21,982 7a. 11½p., distributed as follows,

Balasore	58,813	7	8
Central Cuttack	25,310	5	4
Pooree	37,858	10	11½
Total .. .. Rupees	1,21,982	7	11½

First cost of salt.

35. The price paid to the molunghees for their pungah salt in the Cuttack Agencies has varied at different periods, though in no very great degree. When the British Government took possession of the province the usual rate allowed by the zemindars was found to be 4 annas a maund, or 25 rupees the 100 maunds, but this price was only consistent with unlimited smuggling, and Mr. King, the first agent, consequently raised it to 35 rupees per 100 maunds, this sum, however, was subject to deductions for wastage and taxes, so that in reality the price was much the same as it is in most of the aurungs at present, viz., 5 annas per maund. In the Chilka aurungs, in consequence of the difficulty of procuring fuel, it is 6 annas. Kurkutch is paid for at the rate of 2 annas, but the propriety of raising the price, as a reward for the great improvement which has of late years taken place in the manufacture, is now under consideration, the chief obstacle to this step being the comparatively small profit which the Government derives from the sale of kurkutch.

Transport of salt to the golahs.

36. The principal charge upon the salt after it has been manufactured and paid for, is its transport to the place of sale, whether this be the Sulkea warehouses in Calcutta, or the sale depôts of the agencies. The salt reserved for the local consumption of the province, and for the supply of the country to the west and north-west of the Hill tributary estates included in it, is transported from the aurungs to depôts in the interior, of which there are two in each of the districts of Balasore and Central Cuttack, and three in Pooree. The surplus salt destined for the Sulkea warehouses is transported to the export depôts, which are situated in the aurungs or elsewhere, at spots convenient for shipping the salt. This latter salt has thus to bear the charges of transport, first to the export depôts, and again from thence to the Sulkea warehouses, where it has further to bear a proportion of the warehouse charges.

* See Inclosure, No. 2.

Export of salt to Sulkea.

57. The surplus salt is conveyed to the Sulkea warehouses on account of Government by contractors. In 1845, the question of selling this salt at the agencies, and leaving it to be exported by private enterprise, was considered, but the measure was not adopted. The chief objections would appear, at that time, to have been the uncertainty of the salt being removed by the purchaser within a reasonable time, and an impression that private traders could not carry the salt so cheaply as Government.

38. In 1853, and again in 1854, the question was revived, but the Board decided against the measure on both occasions. The local officers who were in favour of the measure, contended that for the Government to undertake the carriage as well as the manufacture of salt, was an error, injurious alike to the Government and the consumer, inasmuch as it involved considerable risk of loss to the former and enhanced the price of the salt to the latter, by the cost of establishments at Cuttack and Sulkea, and the extra freight which a Government must always pay, that the coast presented no such insuperable difficulties as would deter ship-owners from engaging in the trade, and that with regard to the Sulkea charges, if it were necessary to retain the warehouses at that place, otherwise than as bonded warehouses for the reception of imported salt, their cost should be charged equally to the whole salt of the country; for if it was admitted that the salt of the Cuttack province could be sold at the agencies, as the Tumlook and Chittagong salt is at these agencies, there appeared to be no good reason why the Sulkea warehouse charges should be assessed against the one, more than against the other, or why the salt of the Cuttack province should be sent to Sulkea, at the risk of loss and with the certainty of wastage, for the mere purpose of taxing it with the maintenance of the warehouses there.

39. The Board, on the other hand, considered that the plan offered no advantages, and was open to many objections. They argued—

First. That under the existing system, the Government engages to supply the public with salt, that to carry out this engagement it is necessary that the Government sale depôts should be established at places generally accessible to the trade, but that the aurung and export depôts of the Cuttack Agencies were accessible only for a few months in the year, and did not therefore fulfil this condition.

Second. That, assuming for the moment, that the merchants would be able and willing to bring up salt from the depôts of the agencies, still they could do so only during the fair weather months, and that all salt that might not be transported during those months would consequently remain excluded from the market till the fair weather came round again, whatever demand might arise intermediately.

Third. That the Government necessarily keeps a considerable reserve store, and that the place for this reserve most convenient to the trade and most secure to the Government is the Sulkea warehouses; that these warehouses therefore could not be dispensed with, and that it was good economy to employ the establishment, necessarily maintained, in receiving and delivering the salt of those agencies which were the least accessible to the merchants.

Fourth. That it might safely be assumed that the Sulkea deliveries were fairly made, and that it was proposed that, instead of this satisfactory mode of sale, the merchants should be allowed to take deliveries at the aurung and export depôts of the province, where there could be no effective superintendence.

Fifth. That it was assumed that merchants could bring up the salt cheaper than Government but that it was doubtful whether this would prove to be the case, because the Government contracting at once for a very large quantity should be able to obtain more favourable terms than would be given for small and occasional importations.

Sixth. That under existing arrangements, the cheap salt of the Cuttack agencies defrays a portion of the expense of the Sulkea establishment, which, if the importation were to cease, must be thrown upon other salt less able to bear it.

Seventh. That the suggestion of charging all salt rateably with the expense of the Sulkea warehouses, whether stored therein or not, was one to which the Government would not be likely to accede, even with respect to Government salt, and that it was quite certain that no such charge could be made to the importer, except for the comparatively small proportion stored in bond, which was already subject to a sufficient warehouse rent.

40. On these grounds, the Board expressed themselves strongly opposed to any change, and observed that it was not very obvious what advantage was anticipated for the Cuttack Agencies from the sale of the salt at the local depôts instead of at Sulkea, since the salt sold readily now at a price covering the cost and duty, and a larger profit than this could not be realized from it under the system prescribed for pricing Government salt, while it was certain that by debiting this cheap salt with a portion of the Sulkea charges, a larger quantity of moderately priced salt was placed within the reach of the consumer than would otherwise be the case.

Proposition to treat the whole province as one agency.

41. It was recommended some years ago, that the whole province of Cuttack should be treated as one agency, and this proposition has now been revived, with the view of making the produce of Central Cuttack and Pooree saleable at a moderate price, and to prevent in some measure the evil of the speculation, which now goes on in the very low priced Balasore salt. Under the present system of pricing Government salt, the salt of the Balasore Agency is the lowest priced salt of the province, although it is, on the whole, the best salt manufactured in it, except perhaps the Chilka Lake salt.

42. The quality of the Pooree and Balasore salt is considered to be very good, that of the Central Cuttack salt inferior, owing in a great measure, it is supposed, to the long journey this latter salt has to undergo, before it is stored, and the impurities which it necessarily contracts *en route*, though some of its inferiority may also be due to want of care on the part of the darogahs in superintending the manufacture. The pungah, or boiled salt, made in the Hurridass aurung of the Pooree Agency, is considered to be superior in point of purity to any other salt produced in the province. The kurkutch salt manufactured in two of the Chilka Lake aurungs is also exceedingly pure when first manufactured, though much of it becomes discoloured after lying for some months in the warehouses. The salt of the Balasore Agency though slightly less pure than that of Pooree, is thought to be purer than that of the other agencies, and is more readily purchased than that of any agency, Pooree inclusive, the cost price being less in proportion to its purity. It allows of large profits by its mixture with the produce of other agencies. Quality of the salt of the province.

43. The system of supplying the consumption of the province, by means of sales in the vicinity of the manufacturing localities, and in the interior of the district, from Government shops and depôts, in small quantities, and at reduced prices, is described in a separate note* on the general subject of the system of retail sale of salt by the Government; and, in like manner, the particulars of the preventive system and service have been included in the separate note† on that general subject. System of supplying the local consumption. Preventive system.

44. The produce of the Central Cuttack Agency was limited in 1851—52, to the quantity required for the local sales of the district, and it was proposed in 1852—53 to abandon the manufacture in the two Astrung aurungs of the Pooree Agency, there being no local demand whatever for the salt of those aurungs, the Pooree people using only kurkutch, and the salt, like that of Central Cuttack, being almost unsaleable at Sulkea, where there was already a large store of it. There was a question also of abandoning some of the Chilka lake aurungs with a view to the further concentration of the manufacture in that quarter. In Balasore also, some years ago, some aurungs were abandoned, and the manufacture in the remainder was more concentrated. Limitation of the manufacture.

45. But in 1853—54 the low state of the stock of Government salt, owing to the great falling off in the importations of Foreign salt, made it necessary not only to forego all intentions of further contracting the manufacture in the province, but again to work the agencies to the full extent of their resources. In the event, however, of any large foreign supply hereafter, the Government manufacture, it is probable, would be first contracted in the central Cuttack and Pooree Agencies of this province.

46. The following table exhibits the quantities of salt ordered to be manufactured in each of the three agencies, in the past season 1853-4, and the actual out-turn. Salt producing capacity of the province.

Agencies.	Quantity ordered.	Out-turn.
Balasore	6,78,000	6,72,999
Central Cuttack ..	4,05,000	3,00,508
Pooree	8,80,000	7,15,056
Total	19,63,000	16,88,564

47. The deficiency in Central Cuttack and Pooree was attributed to unfavourable weather, but in the former agency it was probably also owing, in some measure, to the difficulty of procuring molunghees, in consequence of the restriction which of late years has been placed on its manufacture, and to the late period of the year at which the full quantity expected from the agency was made known.

48. The quantities ordered to be manufactured in the current season, 1854-5, are as follows:—

Balasore	7,00,000
Central Cuttack	6,00,000
Pooree	9,70,000
Total	22,70,000

and it is expected that these quantities will be reached except, perhaps, in Central Cuttack.

49. Some idea may be formed of the present capacity of the agencies of the province from the foregoing figures.

50. *Balasore or North Cuttack* is the most northern of the salt agencies of the province. It extends from the Soobunreeka on the north, to the Dhamrah river on the south, along the western shores of the Bay of Bengal, for a distance of some 80 miles. Situation of the agency

* Appendix C, No. 6, paragraphs 40 to 59, and 62 to 64.
† Appendix C, No. 5.

The head-quarters of the agency are at the station of Balasore, which is situated on the river of that name, at a distance of 7 miles from the sea, in a direct line.

Agent, his establishment and duties.

51. The salt manufacture is supervised by the Collector of the district in his capacity of salt agent.

52. The duties which thus devolve on the salt agent relate to—

1st. The manufacture of the salt, and the export of the surplus produce to Sulkea.
2nd. The management of the sales for local consumption.
3rd. The prevention of smuggling.

53. He is assisted by two uncovenanted assistants, and by a native establishment at the station, the salaries of the whole, including a quota of his own, amounting annually to 22,113 r. 5 a. as shown on the margin.*

Productive powers of the agency.

54. Pungah salt alone is manufactured, and its production is limited by the supply of fuel. The largest quantity ever manufactured previous to the past year 1853-4 was in 1842, when $5\frac{3}{4}$ lacs were produced. All the salt-producing portion of the district being now worked to its utmost extent, it is expected, if the weather should be favourable to the growth of the fuel, that 8 lacs of maunds will be turned out in the current season, 1854-5. This is considered to be the utmost quantity of Pungah that the fuel available will admit of being manufactured.

Manufacturing localities.

55. The manufacture is carried on along the whole line of coast, and the agency, as at present constituted, is composed of the following 8 aurungs, or manufacturing districts:—

Ruttai.	Paunchmolung.
Sartha.	Ankoorah.
Chanova.	Chooramun, and
Dusmolung.	Dhamrah.

Subdivisions of aurungs.

56. Each aurung is divided into subdivisions termed bhowrees, comprising a convenient number of chattees, which again consist of a certain number of choolahs or boiling-houses. The bhowrees seem to correspond with the hoodahs, and the chattees with the khuttees, in Tumlook.

Manufacture and establishments of each aurung.

57. Each aurung has an establishment of 1 darogah, 2, or sometimes 3, mohurrirs, a certain number of zilladars or supervisors of bhowrees, chattee paiks or overseers of chattees, and a few chuprassees, palkee bearers for the darogahs, boatmen for ferries, &c. The pay of the aurung darogahs varies from 40 rupees to 70 rupees per mensem, according to the extent of their charge and consequent responsibility. The darogahs, mohurrirs, and chuprassees receive pay during the whole year, whereas the zilladars and chattee paiks are entertained for the 8 manufacturing months only. The following table exhibits particulars relating to the manufacture and establishments of each aurung for the current season 1854-5 :—

Names of Aurungs.	Quantity of Salt contracted for.	Number of Contractors or Chooleas.	Number of Molunghees	Establishment.				Cost of Establishment.
				Number of Darogahs.	Number of Mohurrirs.	Zilladars.	Chattee Paiks and Chuprassees, &c.	
Ruttai	50,000	469	1,529	1	2	7	43	1,928
Sartha	1,20,000	746	3,166	1	3	13	65	3,484
Chennovah ..	60,000	330	1,321	1	2	5	31	1,632
Dusmolung ..	1,25,000	423	1,897	1	2	9	42	2,496
Paunchmolung ..	60,000	243	1,049	1	2	6	36	1,754
Ankoorah	85,000	298	1,147	1	2	6	38	2,146
Chooramun ..	1,00,000	354	1,271	1	2	6	45	2,394
Dhamrah	1,00,000	314	1,087	1	2	6	41	2,110
Total ..	7,00,000	3,177	12,467	8	17	58	341	17,994

Period and process of manufacture.

58. The manufacture commences about the middle of December, and continues until the end of May or beginning of June. The process is very similar to that in the Tumlook Agency, except that the boiling-houses are not thatched over.

Manufacture contracts.

59. The manufacture is conducted, under the immediate control and responsibility of

* Agent .. .. Rs. 9,333 A. 5
Assistants 5,400 0
Sudder establishment 7,380 0
Total per annum 22,113 5

the aurung darogahs, by the contractors or chooleas, with whom Government enters into an annual contract for the supply of a certain quantity of salt or taidad, as it is termed. These taidads vary from 30 to 700 maunds. The contractors furnish the necessary molunghees or manufacturers, many of whom are their relatives, and possess a share in the concern, though the contract be only in the name of one. Not only is the greater portion of the agricultural population on the verge of the aurungs concerned in the manufacture, but large numbers of the ryots, living in the more distant parts of the district, find employment there.

Advances.

60. Two advances are made to the contractors during the year. The first, consisting of 10 rupees on each 100 maunds of salt contracted for, is paid at the station in the presence of the salt agent or his uncovenanted assistant; the second, in the month of March or April, in the district, in the presence of the same parties, and is equivalent to the value of the salt ascertained to have been manufactured by each contractor up to that date, *minus* the amount of his first advance. If the darogahs make up their accounts correctly, there can be no outstanding balance after the second advance is made.

Final settlement of contractor's accounts.

61. On the completion of the manufacture, after the salt has been duly weighed, which is termed bhangah, the contractor's accounts are finally settled, and they receive, in the presence of the salt agent, or his assistant, whatever balance may be due to them.

Cost of manufacture.

62. The price paid to the molunghee has varied, at different periods since the formation of the agency. At present the contractor receives 31r. 4a. per 100 maunds of salt delivered by him to the aurung darogah, being at the rate of 5 annas per maund. The total cost of manufacture in the past year 1853-4 amounted to 48r. 3a. 8p. per 100 maunds, or something more than 7a. 8p. per maund.

Cost of production —contractor's profit.

63. On a rough calculation, it appears that the total cost of a choolah producing 400 maunds varies from 90 to 100 rupees, including the various salamees or douceurs paid to the zemindars and Government officers. A contractor for that quantity would receive from Government 125 rupees, so that his profit would amount to 25 per cent. on his outlay. The per centage, however, is much less when the taidad is smaller. The profit to a contractor of 40 maunds would be not more than 3 rupees, so that smuggling alone could make the manufacture sufficiently remunerative.

Transport of the salt to the depôts.

64. The carriage of the salt from the site of manufacture to the export and interior sale depôts is effected by contract, at a cost of 2 rupees per 100 maunds for every coss or two miles in the aurungs to the north of the Balasore river, and 1r. 12a. per 100 maunds for every coss in the aurungs to the south. The difference arises from the greater scarcity of bullocks in the northern part of the district.

Export of the surplus produce.

65. The salt of this agency, with the exception of about 1 lac of maunds, reserved for local consumption, and for the supply of the country to the west of the Hill Tributary Estates, is annually exported to Sulkea. The quantity actually sold in the district in the past year 1853-4 was 1,04,374 maunds, as shown in the margin.* Each aurung has one or more export depôts, according to the facilities presented for the approach of the sloops of the merchants of Balasore, by whom the export has hitherto been contracted for. The sloops vary in tonnage from 3,500 to 1,200 maunds. There are in all 11 export depôts, and at three of these cargo-boats of light draught, or bhar-bojaie boats, as they are termed, are required to convey the salt from the depôt to the sloops, which cannot in those places approach within a couple miles of the shore.

Export freights.

66. The freight paid varies from 12r. 4a., at the most southern depôts, to 9r., exclusive of the hire of cargo-boats, which are procurable at 1r. 4a. to 1r. 5a. per 100 maunds. The cost of loading is borne by Government. Large reductions have been made in the rates of freight. In 1835, they varied from 19r. to 26r. per 100 maunds; were reduced in 1840 to 11r. and 14r., and again, in 1847-8, to the present rates.

Totalexport charges and sale price of the salt at Sulkea.

67. The total charges of export, including freight, cost of loading and unloading, portion of expenses at Sulkea, Superintendent of Export's salary, contingencies, &c., have varied from 33r. 9a. per 100 maunds in 1825-6 to about 18r. per 100 maunds at the present time. This, added to the cost of manufacture (about 48r. per 100 maunds), gives for the selling price at Sulkea, inclusive of the duty of 250r., 316r. per 100 maunds; but the actual price at present fixed, calculated on an average of three former years, is 313r. per 100 maunds.

Contemplated manufacture of kurkutch.

68. Inquiries and an experiment are now in progress in this agency, with a view to the manufacture of kurkutch, or solar evaporation, salt in sufficient quantity for the consumption of the district, leaving all the Pungah or boiled salt available for export.

Situation of the agency.

69. *Central Cuttack.* This agency occupies the central portion of the province. It extends along the coast, for about 70 miles, from the River Dhamrah, which separates it from the Balasore Agency on the north to the River Devee, which separates it from the Pooree Agency on the south. Its head-quarters are at the station of Cuttack, which is situated on the River Devee, at the point where it rises from the Mahanuddee.

Agent—his establishment and duties.

70. The Collector, in his capacity of salt agent, is aided in the performance of his duties by an unconvenanted assistant and a native ministerial establishment, the salaries of

* For consumption in the manufacturing neighbourhood 13,342
" in the interior of the district 70,260
" in the tributary mehals and the country beyond .. 20,772

Total maunds 1,04,374

the whole, including a quota of his own salary, amounting annually to 20,001 r. 5 a., as shown on the margin.*

Manufacture and establishments of each aurung.

71. The agency, as at present constituted, is composed of the 7 aurungs specified in the margin.† The following table exhibits particulars relating to the manufacture and establishments of each aurung for the current season, 1854-5.

Names of Aurungs.	Quantity of Salt contracted for.	Number of Contractors, or Chooleas.	Number of Molunghees	Establishment.				Cost of Establishment.
				Number of Darogahs.	Number of Moburrirs.	Zilladars.	Chattee Paik and Chuprassees, &c.	
Moondamolung ..	97,345	171	575	1	2	7	36	1,828
Sathbhyah	38,800	96	382	1	2	5	21	1,368
Northern Kaunpore	56,100	90	486	1	2	6	24	1,276
Southern Ditto ..	1,30,500	154	960	1	2	7	35	1,864
Bakood	38.600	99	408	1	2	5	24	1,448
Southern Dhobye ..	74,320	264	740	1	2	7	34	1,556
Hurrichpore ..	1,00,680	372	720	1	2	10	33	1,956
Total ..	5,36,345	1,246	4,253	7	14	47	207	10,946

72. It is not expected that the quantity of salt contracted for in the present season will be reached, the capacity of the agency being restricted at present by the great difficulty of procuring molunghees. If these were procurable in sufficient numbers, the agency is capable of yielding a much larger produce than the quantity contracted for, as there is abundance of fuel growing on the low lands composing the delta of the Mahanuddee.

Process of manufacture.

73. The manufacture is carried on along the coast; only Pungah salt is produced, and the method, as in Balasore, is very similar to that observed in the Tumlook Agency.

Price paid to the molunghees.

74. The price paid to the molunghees is the same as in Balasore, 31r. 4a. per 100 maunds, being at the rate of 5 annas per maund. The total cost of manufacture in the past year, 1853-4, was 51r. 8p. per 100 maunds, or 8a. 2p. per maund.

Transport of the salt to the depôts.

75. The cost of transport of the salt from the site of manufacture to the export and interior sale depôts is especially heavy in this agency, Hunsooa, the only export depôt being situated at one extremity of the line of aurungs, and the two sale depôts at spots in the interior, one of which cannot be reached by laden boats during the dry season, and the other only with great difficulty. Inquiries are in progress with the view of ascertaining whether sites more easily accessible from the aurungs cannot be obtained for the sale depôts.

76. It was proposed also to store the salt destined for export in the vicinity of the different aurungs, but an examination of the coast proved that the export had not been confined to Hunsooa without weighty reasons, and it was agreed that the whole of the surplus salt of Central Cuttack must still be exported from a single depôt at that place, notwithstanding the very great inconvenience of the long inland transit to it.

Export of the surplus produce—and sale price of the salt at Sulkea.

77. The produce of this Agency, except about two lacs of maunds, reserved for local consumption, and the supply of the country beyond the Hill Tributary Estates, is exported by contract from Hunsooa to the Sulkea warehouses for sale, the rate of freight being rupees 13 per 100 maunds. The quantity actually sold in the district in the past year 1853-54 was maunds 1,93,364 as shown on the margin.‡ The total charges of export in the same year amounted to rupees 25 : 2 : 10 per 100 maunds. This added to the cost of manufacture, rupees 51 : 0 : 8 per 100 maunds, gives for the selling price of the salt at Sulkea, including the duty of rupees 250, rupees 326 : 3 : 6 per 100 maunds, but the actual price at present fixed, calculated on an average of three former years, is rupees 329 per 100 maunds.

	R.	A.
* Agent	9,333	5
Assistant	3,600	0
Establishment	7,068	0
Total	20,001	5

† Moondamolung, Sathbhyah, North Kaunpore, South Kaunpore, Bakood, South Dhobye, Hurrichpore.

‡ For consumption in the manufacturing neighbourhood 8,139
„ in the interior of the district 59,888
„ in the tributary estates and the country beyond .. 1,25,337
Total 1,93,364

But 64,203 maunds of kurkutch were also imported from Poorce for the consumption of this district.

78. *Pooree or South Cuttack.*—This Agency occupies the southern portion of the province. It extends along the coast for about 90 miles from the river Devee, on the north, to the south-west extremity of the Chilka lake, which, in this direction, forms its boundary, and divides it from the district of Ganjam in the Madras Presidency. Its head-quarters are at the station of Pooree or Juggernauth, on the sea coast, and about 50 miles directly south of the town of Cuttack. Situation of the agency.

79. The Collector in his capacity of salt agent is aided by an uncovenanted assistant and a native ministerial establishment, the whole costing rupees 19,435 : 4 : 3½ per annum, as shown on the margin.* Agent—his establishment and duties.

80. The agency, as at present constituted, is composed of the 8 aurungs specified on the margin,† viz: 6 on the Chilka lake and 2 in the north-eastern extremity of the district, transferred from Central Cuttack in 1829. These latter, viz., the Astrung aurungs, are situated in a tract of low jungle country upon the sea coast, much intersected with creeks and rivers, and extending for about ten miles north and south of the Devee river. The Chilka aurungs are situated along the north, east, and south-east sides of the Chilka lake. Manufacturing localities.

81. There are no fuel lands in any of the Chilka aurungs, the supply of wood being obtained from the jungles and hills to the north, a circumstance which enhances the first cost of the salt. Fuel lands.

82. The salt manufactured in this agency is of two descriptions, viz.; Pungah or boiled salt, and kurkutch, or solar evaporation, salt. This latter is properly termed abrah, being a superior article to the ordinary kurkutch. Descriptions of salt manufactured.

83. Pungah salt is prepared in all the aurungs except Sauthparrah. The manufacture of kurkutch or abrah is confined to aurungs Sauthparrah and Goorbaee.

84. The system and process of pungah manufacture in the Astrung aurungs is precisely similar to that of the Bengal Agencies. In the Chilka aurungs, the process, though generally similar to that of Bengal, is much simplified by the natural production in the dry bed of the Chilka, of the saline efflorescence used in the preparation of the brine; but the manufacture is limited, in consequence, to the period between December and June. The earth procured in the early part of the season from the higher levels, called "Mothoormatta," gives occupation to the molunghees till the middle or end of March: by that time extensive tracts of the bed of the Chilka have dried up, and the molunghees remove their sheds to the more favourable locality, and construct new choolahs amid the rich and abundant saline matter, here called "Salmuttee," which surrounds their works. The choolahs differ slightly from those in Bengal, not being so high, and containing only from 40 to 70 koondees of about 3¾ seers each. The produce is about 5 to 8 maunds in the twenty-four hours, and a choolah is working about seven days continuously, when it requires to be renewed. The fire place is below the surface of the ground, the filtering process is similar to that at Tumlook, and is carried on about 20 yards from the boiling shed, within which a tank is constructed to receive the prepared brine. Process of Pungah manufacture.

85. The supply of the saline earth is inexhaustible, and the capacity for production of these aurungs depends entirely upon the supply of fuel from the other side of the lake. The molunghees are averse to the employment of any other description of fuel, from an apprehension of injury to the colour of the salt.

86. In Goorbaee, which is a kurkutch aurung, the process is still more simple, the brine which has been partially evaporated in the kurkutch pans being at once submitted to the boiling process.

87. The manufacture of kurkutch, or abrah, though now confined to two of the Chilka aurungs, was originally common to them all, except Boosoondpore[1] and Hurridass, and the pungah manufacture was introduced into them with much difficulty in 1826, on the special condition that fuel and pots should be supplied by the officers of Government. The [1]Bhoosoondpore and Hurridass aurungs lie away from the sea on the north and east sides of the Chilka lake. All the remaining aurungs, in which kurkutch, or abrah, used to be manufactured prior to 1826, are situated between the lake and the sea. Process of kurkutch manufacture.

88. The salt is produced on the tracts of the Chilka lake, left dry in February and March on its southern margin, where the water is at all times shallow, and where, from the vicinity of the sea and the influence of the tides, the brine appears stronger than in other quarters. The process is extremely simple; the brine is confined for a few days in a large pan or field, enclosed and prepared by the molunghees, whence, after partial evaporation, it is admitted into smaller pans 6 or 8 feet square to the depth of two or three inches; it is let in at night, and by the following afternoon, a thick crust of salt is formed

*

Agent	9,333	5	0
Assistant	3,600	0	0
Establishment	6,501	15	3½
Total	19,435	4	3½

† North-east of the district—

North Astrung.	South Astrung.
Chilka lake—	
Bhoosoondpore.[1]	Malood.
Hurridass.	Goorbaee.
Parreekood.	Sauthparrah.

[1]Spelt Bosuntpoor in the maps.]

on the bottom of the pan, which is then raked up and stored in heaps on the edge of the works. The quantity produced in each pan is said to vary from 2 to 10 seers, according to the season and strength of the solar rays; the quality of the salt depends upon the care bestowed in making clean pans, and upon the lightness with which the rake is applied, and it is important that the evaporation should not have proceeded too far, or portions of the earthy bottom of the pan come away with the crust of salt.

89. The amount produce of this salt depends entirely upon the weather. In the past season 1853–54, which was peculiarly dry and favourable, the produce was maunds 4,51,178, and it was said that if permission had been accorded, the quantity might have been much increased.

Manufacture and establishments of each aurung.

90. The following table exhibits particulars relating to the manufacture and establishments of each aurung for the current season 1854–55.

Names of Aurungs.	Quantity of Salt contracted for.	Number of Contractors or Chooleeas.	Number of Molunghees.	Establishment.				Cost of Establishment.
				Number of Darogahs.	Number of Mohurrirs.	Zilladars.	Chattee Paiks and Chuprassees, &c.	
Pungah Salt.								
Northern Astrung	50,000	258	258	1	2	3	12	1,254 0 0
Southern ditto	50,000	487	547	1	2	5	20	1,446 0 0
Bhoosoondpoor	60,000	884	884	1	2	8	23	1,776 0 0
Hurridass	60,000	779	779	1	2	6	17	1,482 0 0
Parreekood	1,10,000	611	1,222	1	1	5	13	1,292 0 0
Goorbaee	15,000	154	154	..	..	..	..	..
Malood	1,25,000	738	1,476	1	1	8	16	1,466 0 0
Total	4,70,000	3,911	5,320	6	10	35	101	8,716 0 0
Kurkutch Salt.								
Sauthparrah	2,90,000	865	2,595	1	2	6	14	1,372 0 0
Goorbaee	2,10,000	917	1,835	1	..	7	14	789 0 0
Total	5,00,000	1,782	4,429	2	2	13	28	2,161 0 0
Grand Total ..	9,70,000	5,393	9,749	8	12	48	129	10,877 0 0

First cost of pungah salt in the Astrung aurungs.

91. In the Astrung aurungs, which formed part of the original settlement in Central Cuttack, the rates paid to the molunghees are lower than in the Chilka aurungs. The price originally was 8 annas per maund, and the rent to the zemindars, including julpye or fuel lands, 9r. 6a. per 100 maunds. These were reduced, in 1840, to 5 annas per maund to the molunghees, and 8r. 5a. 4p. per 100 maunds to the zemindars, at which they now stand; but when it was proposed to abandon these aurungs, the molunghees, it is said, were willing, in order to avert the discontinuance of the manufacture to accept even 4 annas per maund as the price of their salt, and the zemindars 8 pies, in lieu of 1½ anna per maund, as the amount of their rents.

First cost of pungah in the Chilka aurungs.

92. The price originally paid to the molunghees for punga salt in the Chilka aurungs, owing to the difficulty in procuring fuel, was 10 annas per maund, and the rent to the zemindar, there being no julpye lands, was 6r. 4a. per 100 maunds. These rates were reduced, in 1840, to 6 annas per maund to the molunghees, and 5r. 9a. per 100 maunds to the zemindars, at which they now stand. The fuel and pots are provided by Government by contract, and now cost about 2½ annas per maund; the remainder of the 6 annas, subject to some very trifling contingencies, constitutes the wages of the molunghees.

First cost of kurkutch salt.

93. The price paid to the molunghees for kurkutch salt, was originally 4 annas per maund, and the rent to the zemindars, sicca rupees 4 per 100 maunds. In 1840, the price to the molunghees was reduced to 2½ annas per maund, and in 1843 to 2 annas, at which it now stands, the zemindar's rent remaining at sicca rupees 4, or company's rupees 4-2-7, endeavours to induce him to consent to a reduction having failed.

Manufacturing cost of the salt.

94. The total expenses of manufacture in the past year 1853-54 was, for pungah, 47r. 10a. 6p., and for kurkutch, 20r. 7a. 2p. per 100 maunds, giving a rate for the former of 7a. 7½p., and for the latter of 3a. 3¼p. per maund.

Molunghees — and their earnings.

95. The class from which the molunghees are supplied is, in the pungah manufacture, almost exclusively the agricultural. The lands in the vicinity of the salt aurungs are poor, and produce but a single crop of rice. Existence is eked out by the manufacture of salt, which here supplies the place occupied in other quarters by more valuable products. In the kurkutch manufacture, the molunghees come from the neighbouring pergunnahs, and a small proportion from the Madras territories. Many of the poorer molunghees contract

for quantities of salt not exceeding 15 or 20 maunds (a practice which is however discountenanced as much as possible), but it is calculated that a molunghee in good circumstances in the Chilka district will, on a produce of 100 maunds of pungah salt, obtain a net profit equal to 3½ or 4 rupees per mensem, the period of manufacture being from four to five months. The profit upon kurkutch salt is more considerable, averaging from rupees 8 to 10 per mensem upon 300 maunds of salt, which may be produced by one molunghee with the aid of his wife and children. The whole number of molunghees in the Pooree Agency is about 4,200.

Transportation of salt to the depôts.

96. The transportation of the salt from the aurungs to the export and interior sale depôts, is effected by contract, at rates which cannot be gathered from the local reports, but which are said to have been greatly reduced of late.

Export to Sulkea, and rate of freight.

97. All the salt of this agency, except about 2½ lacs of maunds reserved for the local sales of the district, is exported for sale to the Sulkeea warehouses. The reserved salt is almost exclusively kurkutch, which although in appearance less pure than boiled salt, is much preferred by all classes in that part of the country, there being no local demand for pungah, or boiled, salt, which may also be due in some measure to its higher price. The quantity actually sold in the district in the past year, 1853-54, was maunds 2,51,222, distributed as shown on the margin.*

98. The export is effected by contract, in small sloops, between October and March, at the rate of rupees 20 per 100 maunds. There appears to be only two export depôts, viz., one in the Astrung aurungs at the mouth of the Devee river, the other at Meetakooah in the Chilka aurungs. Formerly the salt of the Astrung aurungs used to be transported for export to the Central Cuttack depôt at Hansooah, at a considerable expense and risk, but it is now exported direct from the aurungs.

Total export charges and sale price of the salt at Sulkea.

99. The total charges of export in the past year 1853-54, amounted, for pungah, to about rupees 30, and for kurkutch, to about 30r. 4a. per 100 maunds, which being added to the cost of manufacture, 47r. 10a. 6p. for pungah, and 20r. 7a. 2p. for kurkutch, gives for the selling price of the former at Sulkeea, inclusive of the duty of rupees 250, 327r. 10a. 6p. per 100 maunds, and of the latter, 300r. 11a. 2p. per 100 maunds; but the actual prices at present fixed, calculated on an average of three former years, are rupees 329 for pungah, and rupees 300 for kurkutch.

Wastage allowances.

100. Pungah salt remains under the charge of the aurung darogahs at the export depôts until shipped to Sulkeea. They are allowed 2½ per cent for wastage, and a similar allowance is made to the export contractors. On kurkutch salt, the aurung darogah, if the salt remains in his hands after bhangah weighment, receives an allowance of 2½ per cent., and the inland contractor a further allowance of 2 per cent to the interior sale depôts, and 1 per cent. to the aurung retail shops. The depôt darogahs are allowed wastage at the rate of 1 per cent. per annum, so long as the salt remains in their custody.

GEO. PLOWDEN,
Commissioner.

Inclosure No. 1.

Translation of an Engagement executed by Bhooyah Chytun Churn Kur, Zemindar of Tuppay Sartha, in Pergunnah Sautmoling, Zillah Cuttack, dated September 28, 1809.

I hereby engage to make over to Government in perpetuity all the kallary, choolah, and jaulpye lands in the above tuppay, as well those now in use as those which have at any former period been appropriated to the manufacture of salt, on the following conditions, viz.:—

1. Government shall be at liberty to establish kallaries and choolahs, and to cut fuel in any part of the salt lands of the above-mentioned tuppay that may be deemed most convenient for the manufacture of salt.

2. Government will collect from the molunghees the revenue of the kallary and jaulpye lands, &c., and I shall have no claim on this account.

3. In lieu of my salt revenue, Government will pay to me annually at the rate of 1½ annas for every maund of salt manufactured in the above tuppay, and I will not take anything from the molunghees on account of salt revenue, nor will I take from them anything on account of dustvory, &c., exclusive of the above-mentioned 1½ annas per maund, which I am to receive from Government free of all expense. I shall have no other claim on Government; but I am to be allowed to take from the jaulpye lands the quantity of chun and gujeenah that has hitherto been used in the paun plantations, and I am also to be allowed the muchdiah.

* For consumption in the manufacturing neighbourhood	14,688
,, in the interior of the district	68,070
,, in the tributary estates and country beyond ..	1,68,464*
Total	2,51,222

* Of this 64,203 maunds were exported for the consumption of central Cuttack.

4. Whatever hetaul and other jungle is situated beyond the boundary of the fuel lands, I shall retain in my possession.

5. Mohurrirs on my part shall be allowed to attend at the weighing of the salt received from the molunghees, and they shall also be allowed to keep an account of the quantity of salt weighed, but it will be my duty to keep mohurrirs on my part in constant attendance at the different golahs of Government in the above tuppay, or at such places where the weighing of salt may be made, and in the event of my mohurrirs not being in attendance at the time of the weighing of salt, the amlah of the Salt Department shall be at liberty to proceed with the weighing without further delay, in order that no impediment in the public business may be occasioned by the non-attendance of my mohurrirs, and in such case I shall make no objection to the salt having been weighed during the absence of my mohurrirs, but will receive my revenue from Government at the rate of $1\frac{1}{2}$ annas per maund as above-mentioned, agreeably to the accounts of the weighing kept by the amlah of the Salt Department.

6. Fuel, the produce of my estate, shall not be used in the manufacture of salt in the estate of any other zemindar. If it should appear proper, both to the agent and to me, to allow fuel to be given for the manufacture in the estate of another zemindar, it shall then be given, but the price of the fuel so given I will receive from the zemindar in whose estate the fuel may be used. I will not, however, dispose of any fuel within the boundary of the Government fuel lands, without the consent of the agent.

7. I will be answerable for any claim that may be made on account of lakhiraj lands, situated within the salt and fuel lands, to be made over to Government by me, and Government will have nothing to say to the proprietors of lakhiraj lands.

8. This engagement is to be in force and to be permanent, provided no increase of assessment shall hereafter be made by the Revenue Department on my salt revenue, beyond the amount stated in the settlement of my estate, made by the Commissioner of Cuttack, in the year 1217, Umlee. If at any future period an increase of revenue should be demanded by the Revenue Department, beyond the assessment settled by the Commissioners as above-mentioned, then this engagement shall be null and void.

9. Government will endeavour to cause the kallary and fuel lands of the above tuppay, to be annually brought into use, and will cause the manufacture of salt to be carried on (as far as may be practicable), and I shall be entitled to receive my revenue from Government at the rate above mentioned, agreeably to the weighing.

10. I shall be entitled to receive only on the assul salt (the salt paid for by Government) at the rate above mentioned, and I will claim nothing on account of the surruff salt that may be received by Government from the molunghees.

Inclosure No. 2.

Translation of Agreement of Jagheerdar of Malood, &c., dated May 8, 1820, corresponding with the 29th Bysakh, 1227 Umlee, or 24th Shuhur Rujub, 1235 Hijree.

1, Kurrah Mahomed, Jamadar and Jagheerdar, of Mehals, Manickpatum, Undharee, Parreecoodh, Malood, and Budgercote, in Zillah Cuttack, of perfect mind and memory, do declare and give in writing, that the above mehals, received by me as jagheer from Government, are in my possession without the interference of others. I now permanently make over to Government the Keearee and Baree, &c., the whole of the arable and unculturable salt lands situate in the above mehals, where kurkutch salt is, has been, or may be manufactured, for the purpose of making the Government khas salt, save the villages Jumoonah, &c., in Killah Parreecoodh, which are Umrulmondhee, or endowment of Sree Juggunnath Jew, under the muth of Poorsotum Doss, at Pooree. The island in the Chilka, styled Nulbun, where the null, a kind of wild straw, is grown, which will be useful for thatching over the salt manufactured, is in my Jagheer mehals. In the salt lands of the said Jagheer mehals Government will make Keearee and Baree, &c., wherever it may be convenient, of its own free will. Government will receive the revenue from the molunghees for Keearee and Baree, &c., situate in the salt lands, with which I have, or shall have, no concern, and the thatching over the kurkutch salt annually manufactured in my Jagheer mehals, will be made with the straw grown in the above island. On the whole quantity of kurkutch salt, which may delivered to Government by the molunghees, without deduction of wastage, revenue and cost, the sum of 4 rupees for every 100 maunds of 82 sicca weight to a seer, in lieu of the revenue for salt lands, and 1 rupee in lieu of the value of null straw, aggregating sicca rupees 5, will be received by me from Government. Besides the same, on no other account shall I have claim on the Government, or on the molunghees who prepare the salt, and I will not receive the salt revenue, or any kinds of cesses, or subscriptions on account of salt concerns from the molunghees. But after the use of the null straw cut and brought from the above island, on the part of Government, for the purpose of thatching over the salt, whatever surplus may be in that island will be taken by me for my own use. I retain in my possession the mudhooree wastage lands, fisheries, pasturage, soorbellee, khuttees of fishes, and the usual passage situate in the vicinity of the salt lands. The salt amlahs stationed in my Jagheer mehals at the time of bhangah, or weighment of salt, mannfactured by molunghees in their respective aurungs, will keep the mohurrir on my part along with them, and give down to him the

counterpart of the accounts of the salt manufactured; and previous to weighment, notice will be given by the above amlahs, either to me or to my mohurrir, who may be stationed on the spot. But, should my mohurrir be absent at the time of Bhangah, the salt amlahs, without waiting for him, will weigh the salt manufactured by the molunghees, and I will make no objection to that salt on account of the absence of my mohurrir. I hereby make over to Government the null straw according to the conditions of this agreement, and I will give it to no other proprietors for thatching over the salt manufactured in their estates; but when, with my consent, the agent may allow the null straw for thatching over the salt manufactured in the estates of other zemindars, I shall receive the value of the same from the Government treasury, at 1 rupee for every 100 maunds. The salt of the previous year, on which the thatching was once made with the null straw grown in the above island, and the value of which shall have been received by me at the rate above alluded to, if the thatching and repairing of the same be again required, I will receive no value for the null straw, whatever quantity may be used for that purpose. I am responsible, and bind myself to satisfy all claims of individuals for lakhiraj lands in the Keearee and Baree, &c., situate in the salt lands, I have made over to Government, save the villages of Umrulmondhee above referred to. The Government has nothing to do with the claims of such lakhirajdars.

Appendix C.—No. 3.

Note on the Manufacture of Salt at the Narainpore and Goordah Salt Works.

1. At these salt works, which are private property, salt is manufactured by the European process, upon a system of excise.

2. Both the works are situated in the Soonderbuns, within the salt chowkeys of the Barreepore division—Narainpore, at a distance of about 26 miles south-east, and Goordah, at a distance of about 42 miles south-south-east, from Calcutta. Situation.

3. The Narainpore works cover a space of 1,618 beegahs; the Goordah works, a space of 1,875 beegahs; the whole, in each case, surrounded by a substantial embankment of earth, from 5 to 6 feet higher than the level of the highest spring tides. The constituent parts of the works are—salt-water reservoirs, evaporating beds and terraces, brine reservoirs and furnaces. Extent.

4. A plan* of the Narainpore works accompanies, which will serve to illustrate both sets of works, both being constructed and conducted upon precisely the same principle.

5. The manufacture at these works by the European process differs from that by the native method, in that the brine is procured by solar evaporation, instead of by passing salt-water through saline earth, and is boiled in large iron pans instead of in very small earthen pots. Difference in the manufacture from the native method.

6. The greater portion of the space occupied by the works is laid out in beds for condensing the brine. These are very numerous. Each bed is separated from the adjoining one by a small earthen embankment, and communicates with it by means of a wooden sluice gate, for the passage of the brine from one to the other when necessary. Distribution of the works.

7. The manufacture commences in the month of December, as by that time the waters of the rivers and creeks in the neighbourhood of the works contain sufficient salt in solution. The process observed is as follows:— Commencement of manufacture.

8. At the top of high water, during the spring tides, sea-water is admitted into the first set of evaporating beds, to the depth of about 12 inches, the reservoir being at the same time filled with a reserve quantity of salt-water. The water from the first beds, after undergoing a certain degree of condensation by exposure to the rays of the sun for a certain number of days, more or less, according to the state of the weather, is then let into the second series of beds, to the depth of about 6 inches, for the purpose of acquiring a further degree of density, and the first beds are replenished with water from the reserve store in the reservoir. After standing for a certain number of days in the second series of beds, the brine, which is still very deficient in the salt element, is conveyed into the third series of beds, to a depth of about 3 inches, and from thence into tiled terraces, to a depth descending from 2 inches to 1 inch, where its conversion into pure brine is rapidly effected. Process of manufacture.

9. When fully saturated, or ready for boiling, the brine is drawn into a small but deep pit at the angle of the evaporating terraces closest to the furnaces, whence it is conveyed by men into the iron pans for evaporation by boiling into salt.

10. When the brine from each series of beds is let into the next of higher saturation, its place is supplied by brine from the beds of lower saturation, which are again replenished from the reservoir of reserve salt-water. In this way the process is continuously repeated, and a constant succession of supply and demand is kept up to the end of the season.

11. From the month of March, owing to the greater intensity of the solar rays, there is each day a larger quantity of brine more speedily condensed than in the three preceding months, and, as the furnaces can only exhaust a certain quantity daily, the surplus brine is Reserve Brine.

* Plan No. 12.

drained off by means of a channel into a large reservoir, faced with masonry, adjoining the furnaces, where it is kept in store for future use during the rainy season, or periods when, from the occurrence of unfavourable weather, during the cold and hot months, interruptions are experienced in the condensation of brine. Except when these interruptions render it necessary, the excess brine is never indented on for use, but all means are adopted to have in the tank by the setting-in of the periodical rains a full supply, so as to admit of the manufacture being carried on, if possible, till the beginning of the next season's operations.

Furnaces and Boilers.

12. The furnaces are constructed in sets of eight, round a chimney, common to them all. They are elevated about 4 feet from the ground, and are built of substantial masonry. The boilers made use of are, some of cast iron, and others of sheet iron strongly rivetted together. At Narainpore the former are 8 feet long by 4 broad; the latter, of the same length, but 12 feet in breadth. Five or six of the cast-iron pans, and two of the wrought-iron ones are placed on each furnace transversely, with their sides meeting, any intermediate space being plugged up with clay, to economize the heat as much as possible. The cast-iron pans are placed furthest from the mouth of the furnace, and the brine, after being heated in them, is transferred to the wrought-iron pans, in which it is boiled down into salt.

Fuel.

13. The fuel employed is large logs of wood from the soonderbuns adjoining, where it is procurable in great abundance, at prices varying from 3 rupees per 100 maunds to sometimes double that amount.

Produce of each furnace.

14. Each furnace, when the brine is of proper strength, is capable of producing about 25 maunds of salt in 24 hours of uninterrupted boiling.

Capacity of the Narainpore works.

15. The Narainpore fields, if worked to their full extent, are capable, weather permitting, of producing 2,00,000 maunds of salt annually; but two of three sets of furnaces originally constructed are now out of use, and worked as the fields at present are, with only one set of 8 furnaces—they are not capable of yielding more than from 40 to 50,000 maunds.

Capacity of the Goordah works.

16. The Goordah fields, in like manner, might produce 3,00,000 maunds annually; but, as now worked, are not capable of yielding more than from 30 to 40,000 maunds.

Actual produce of the works.

17. The actual quantity cleared in each of the last 5 years from the Narainpore works is shown on the margin.* The quantity cleared from the Goordah works in the past year, 1853—54, when they were re-opened, after having been closed for many years, was 12,000 maunds.

Cost of production, selling price and profit.

18. The cost of production may be estimated, on an average of seasons, at 8 annas per maund; the selling price of the salt is 14 annas per maund. The profit to the manufacturers is thus 6 annas on each maund.

Value of the salt relatively with salt of Government manufacture.

19. If to the selling price of 14 annas be added the duty of rupees 2 : 8 per maund, the sale value of 100 maunds of this salt amounts to 337 rupees 8 annas per 100 maunds, which is 36 rupees 8 annas per 100 maunds, higher than the sale price of Hidgellee salt at the agency warehouses. The superior quality and cleanness of this salt enables it to command a higher price in the market than any Government salt.

Mode of Excise.

20. The mode of excise is very simple and inexpensive. The following Government establishment is entertained at each of the works, under the control of the superintendent of salt chowkeys, to supervise the storage and delivery of the salt:—

	R.
1 Hoodadar or supervisor	16
2 Chuprassees at 5 rupees each	10
1 Aduldar or stamper	4
Total per mensem	30

21. The salt as manufactured being too wet to be weighed at the time, is measured with a basket of a certain capacity, and passed at once into store by the hoodadar, the golah, or storehouse, being in the immediate neighbourhood of the boilers. As soon as the salt is stored it is stamped over. The hoodahdar holds one key of the golah, the manufacturer's confidential servant the other. Daily accounts are kept of the produce and deliveries by the hoodadar, and weekly abstracts of the same are submitted to the Board of Revenue by the superintendent of chowkeys, who is responsible for the due supervision of the manufacture. The duty is paid in the same manner as the price of Government salt, and no salt is allowed to be removed until the duty has been received. Deliveries are made by weighment, in the presence of the excise officer.

GEO. PLOWDEN,
Commissioner.

*

	Maunds.
1849–50	23,360
1850–51	35,000
1851–52	18,600
1852–53	19,600
1853–54	31,550
Total	1,28,110
Average of five years ..	25,622

Appendix C.—No. 4.

Note on the rise, progress, and present state of the Salt Preventive System, in the Lower Provinces of the Bengal Presidency.

Origin of the Salt Preventive Chowkey Establishments.

1. The origin of the salt preventive chowkey establishments is not to be traced from the records of the Board of Revenue, but Mr. Secretary Prinsep, in a note dated the 3rd of March, 1835, prepared by order of Government, states that they have always existed. They are first noticed in Regulation XXX, of 1793, when they were probably superintended by native officers under the authority of the salt agents.

First appointment of superintendents of salt chowkeys in 1801.

2. Superintendents of salt chowkeys were first appointed by section 11, Regulation VI, of 1801. The chowkeys were placed under commercial residents, salt agents or Collectors, by the same regulation, and the whole acted under the orders of the Board of Trade. After some changes, there were, prior to 1826, four superintendencies of salt chowkeys, viz., the Western, the Midland, the Eastern, and the Behar; the superintendents had no separate avocation to distract their attention from the main business of their appointments, and they received, in common with their native subordinates, and the informers, a high per centage upon the value of all seizures of contraband salt effected within the limits of their respective superintendencies.

The bounds of the original chowkey jurisdictions.

3. The bounds of the above several jurisdictions were as follows:—

4. The Western salt chowkeys occupied the tract of country to the westward of the Hooghly, between the Damoodah and Soobunreeka rivers, further inland than Midnapore, and on the west bank of the Hooghly itself to Nya Surai, a mart about 25 miles above Calcutta.

5. The Midland superintendency stretched through the districts east of the Hooghly, from opposite to Nya Surai, through the 24 pergunnahs, Jessore, Backergunge, &c., as far as the western branch of the great Delta of the Megna. This superintendency had a breadth inclined from the verge of the Soonderbuns, varying from 10 to 40 miles.

6. The Eastern superintendency included the Delta of the Megna to the sea, also the tract between the Megna and the Fenny, the islands seaward of Bominee, Hattia, Soondeep, &c., lying at the mouth of the great Megna, and the Chittagong district, down to the Island of Mascal.

7. The Behar superintendency had for its object, to prevent the influx of salt from the westward. Its boundaries in that direction were on the Gogra and the line of the Caramnassa. Some chowkeys, intermediate between the Behar superintendency and the western superintendency, were planted at Ramghur and Chota Nagpore.

Defects of the original scheme.

8. These jurisdictions were too extensive to be properly controlled by a single officer; insomuch, the scheme was very defective. It was also defective in this, viz., that the decision of cases of seizure rested with the controlling board, the Board of Trade, who, founding its award upon reports of the seizing and interested officer, was frequently led to wrong conclusions, while parties suffering at the distance of 200 or 300 miles or more from the place of ultimate decision and appeal, had but imperfect means to correct any evil they might wrongfully suffer.

Control of the department vested in the Board of Customs, Salt and Opium. First decision in cases of seizure vested in the superintendents and other local officers.—Regulation X, of 1819.

9. To remedy some of these defects, Regulation X, of 1819, was passed, by which the general control of the department was vested in the Board of Customs, Salt and Opium, established in that year. The direct decision upon seizures was removed from the Board, and vested (subject, in all but inconsiderable cases, to revision by the civil courts of the several zillahs) in the superintendents of salt chowkeys, the salt agents, and such other officers as Government might, from time to time determine. This power given to salt officers of trying and deciding cases, necessarily involved the relinquishment of their rewards upon salt, the confiscation or release of which depended upon their award.

10. But the jurisdiction of the superintendencies remained as extensive as before, often involving the inconvenience and hardship of bringing principals and witnesses in salt cases to a remote distance from the place where the offence to be tried had occurred.

Superintendencies abolished in 1826 and 1828, and the duties transferred to salt

11. Principally to remedy this evil, but also generally to improve the efficiency of the chowkey establishments by the greater proximity of the controlling officer, the three superintendencies of Bengal were abolished in 1826, and their duties were annexed to those of the salt agents, Land Revenue Collectors,

agents, Collectors, and other local officers.

and other covenanted officers of Government, whose local situation, it was expected, would enable them more effectually to perform those duties for which all but the salt agents received an extra salary.

12. This arrangement continued till 1835, the separate appointment of superintendent of Behar having, however, been continued till 1828, when, on the decease of the incumbent, the duties of that superintendency were transferred to the opium agent of the province, but without additional salary.

A change of system considered indispensable, and introduced in 1835.

13. In 1835, after ten years' experience, it became manifest that a change of system was indispensably necessary to the protection of the revenue. The union in one individual (the salt agent) of the control over both the agency establishments, and the preventive chowkeys, was considered to be clearly objectionable in principle; and while the whole of those establishments were subject to the influence and authority of a head native dewan of an agency, whose relatives, connections, or dependants they mostly were, the arrangement could hardly fail to be productive of extensive frauds and abuses. On the other hand, the Land Revenue Collectors and other covenanted Civil servants, who had other important duties to perform, had not time to visit the chowkeys, or exercise the necessary supervision over the establishments attached to them, and the consequent relaxation of control was almost as injurious to the public interests as the collusion of the preventive and agency establishments; the result was manifested in the diminution of the quantity of salt disposed of at the Government sales. The fall of prices at those sales, the enormous increase of quantity sold but not cleared, exceeding in the years 1834 and 1835 20 lacs of maunds, the serious losses sustained by Government in salt reported to have been destroyed in the aurungs or golahs by convenient storms, inundations, or accidents by fire, and the notorious and admitted increase of smuggling.

14. On a consideration of these circumstances, a new system was established under the resolution of Government, dated the 15th of April, 1835.

Uncovenanted officers appointed superintendents.

15. Under that resolution, and the provisions of Act No. IX, of 1835, uncovenanted officers were gradually appointed superintendents of salt chowkeys as vacancies occurred amongst the covenanted officers who held the situation.

Their salaries and powers.

16. The salaries of the superintendents were fixed at from rupees 300 to rupees 500 per mensem, according to the extent and importance of their charge; they were also allowed a certain commission on confiscations of salt, but they were not empowered to adjudicate cases of contravention of the laws passed for the protection of the salt revenue, or to punish offenders charged with the violation of those laws; these powers remained with the salt agents, and it was also competent to the Government, under the law above mentioned, when it appointed superintending officers of chowkeys without powers of adjudication, to invest with those powers any judicial or revenue officer of the Government.

17. Subsequently, however, section 25, Act XXIX, of 1838, provided for the exercise of the powers in question by uncovenanted superintendents of chowkeys, and these officers were accordingly from time to time invested with them.

Reduction of the Behar salt chowkeys in 1844, and their final abolition in 1848.

18. In 1844, the Behar salt chowkeys, which up t othat time had remained under the superintendence of the opium agent of the province, were withdrawn, with the exception of a river chowkey at Ghazeepore. These chowkeys were designed for the exclusion of western salts from Behar, and it was considered that the additional duty of one rupee per maund, imposed by Act XIV, of 1843, on those salts, on their transmission to the eastward of Allahabad, was of itself sufficient to check their transport into Behar, without the necessity of keeping up a line of preventive chowkeys for that purpose. In 1848, the river chowkey at Ghazeepore was withdrawn, consequent upon the enactment of Act XVI, of 1848.

Appointment of a Controller of Government salt chowkeys in 1846.

19. The Government resolution of 1835 contemplated the appointment, in due time, of an intermediate officer between the Board and the superintendents, for the more effective supervision of these latter; and such an officer was appointed in the early part of 1846, under the designation of Controller of Government Salt Chowkeys.

Ways in which illicit salt may be supplied.

20. Illicit salt may be supplied, and the Government defrauded of the revenue imposed by law on the article, in three ways:—

First. By smuggling from ships importing Foreign salt.

Second. By abstraction of the article from the Government golahs or warehouses and manufacturing grounds.

Third. By manufacture on the salt producing lands touching on the Bay of Bengal, which manufacture is prohibited by section 30, Regulation X, of 1819, except on account of Government, or with its sanction.

Preventive scheme.

21. To guard against these sources of illicit supply, the whole extent of the saliferous tract of country above mentioned is placed under the supervision of of preventive officers, stationed at posts or chowkeys, at convenient distances throughout the tract.

Preventive line, and extent of country com-

22. It is enacted by Section 33, Act XXIX, of 1838, that the tract of country guarded by salt chowkeys shall not extend, within the delta of the

Ganges and Megna rivers, beyond the line of the reach of the tides in the rivers communicating with the Bay of Bengal as taken at spring tides in the dry season; nor eastward of the Megna, north of the river Goomtee; nor westward of the river Hooghly, beyond (that is, I presume, to the north of) a line drawn from a point on that river distant one mile from the northern end of the town of Nyasurai, and to the north thereof, to a like point distant one mile to the north of the town of Ghuttaul, and thence to a like point distant one mile to the north of the town of Midnapore, and thence to a like point distant one mile to the north of Haldipookur in Singhbhoom, so as to include each of those towns respectively. prised within chowkey limits.

23. In order to narrow these limits as much as possible the preventive force has, from time to time, been concentrated more and more upon the salt-producing tracts.

24. The accompanying map* has been compiled to show the whole country at present comprised within the limits of the salt chowkeys. It exhibits the several superintendencies and their boundaries, all the preventive and endorsing chowkeys, the localities where salt is now manufactured on account of Government, and the sites of the Government wholesale and retail golahs or warehouses.

25. From this map it will be seen that the preventive line extends along the coast from Teknaaf, the southern extremity of the Chittagong district, on the east side of the Bay of Bengal to the south-west extremity of the Chilka Lake, in the district of Pooree, on the west side of the bay. The length of this line is not known, but the length of the line of coast may be about 600 to 700 miles, and the breadth of the belt of country included within the preventive limits, inclined from the verge of the coast, may be, along the Chittagong coast, about 20 miles, in the delta of the Ganges and Megna rivers, between the Great Fenny river on the east, and the Hooghly and Roopnarain rivers on the west, from 45 to 80 miles, in the tract of country to the west of those two rivers and lying between them and the Soobunreeka river, comprising the Tumlook, Midnapore, and Jellasore Superintendencies, from 40 to 50 miles; and along the Cuttack coast about 12 miles. The area of the belt may be about 30,426 square miles and the population about 7,311,369 inhabitants, both by rough estimate.

26. At present, the whole tract of country guarded by the salt chowkeys is divided into 14 superintendencies, of which 10 are held by uncovenanted officers in subordination to the controller, and 4 by salt agents independent of the controller, as shown on the margin.† Superintendencies, number and co tion.

27. In the four superintendencies under the salt agents, and in two of those under the Controller, (viz., in the Jellasore Superintendency, under the salt agent of Hidgellee, and in the Chittagong Superintendency, under the salt agent of that district). Salt is very extensively manufactured on account of Government.

28. Until lately, the salt agent of Hidgellee was superintendent of the chowkeys within the limits of his agency, in subordination to the Board of Revenue. as the salt agent of Tumlook still is within his limits, but the Hidgellee chowkeys, increased in number and efficiency, have recently been annexed to the Jellasore Superintendency, and so brought under the supervision of the Controller.

29. The principle on which this change of system was adopted was, that a preventive establishment, attached to a distinct department, under a separate officer, is more likely to act independently than one under the same control as the agency establishments employed in supervising the manufacture, with whom there are opportunities of collusion calculated to promote a great amount of smuggling.

30. If the experiment should succeed in Hidgellee, the reform will be

* Map No. 11.

† Superintendencies under the Controller:—
1. Chittagong.
2. Bullooah.
3. Backergunge.
4. Jessore.
5. Baugundee.
6. Barreepoor.
7. Western.
8. Midnapore.
9. Jellasore.
10. Calcutta.

Under the salt agents:—
1. Tumlook.
2. Balasore.
3. Central Cuttack.
4. Pooree.

extended to Tumlook, by the transfer of the agency chowkeys to the Midnapore superintendency, which would then admit of being concentrated within narrower limits than are now occupied by the two superintendencies. The change has been postponed in the meantime because apprehensions were entertained that it might lead to misunderstandings among the preventive and agency establishments, and such interference with the molunghees on the part of the former as would discourage them and diminish the manufacture.

31. In the province of Cuttack the salt agents superintending the chowkeys are subject to the control of the Revenue Commissioner of the division.

ry and allowances of
e Controller.

32. The Controller of Government salt chowkeys is a covenanted officer, drawing a salary of rs. 2,333 : 5 : 4 per mensem, inclusive of a travelling allowance of rs. 250 per mensem.

ent salaries and
lowances of superin-
ndents and assistant-
perintendents.

33. The salaries of the 10 uncovenanted superintendents subordinate to him are now fixed at from rs. 300 to rs. 700 per mensem, as shown on the margin.* These salaries are personal to the officers, and not attached to the superintendencies to which they may stand appointed. The superintendents receive in addition a travelling allowance of rs. 5 per diem for every day they may be on circuit. There are also two assistant-superintendents on a salary of rs. 180 per mensem each, at present attached respectively to the Chittagong and Jellasore divisions. These receive a travelling allowance of 3 rupees per day when on circuit.

agents in charge of
owkeys receive no
dditional remunera-
on.

34. The salt agents in charge of chowkeys receive no additional remuneration on that account. To each such agency an uncovenanted assistant is attached on a salary of rs. 300 per mensem, and a travelling allowance of rupees 3 per diem. These assist the agents in the superintendency as well as their agency duties.

and statistics of the
perintendencies.

35. Particulars of the number of preventive chowkeys in each superintendency, and the expenses incurred on account of each, for establishments and all other charges, will be found in a statement appended.† I have not thought it necessary to give these particulars in greater detail. The number of villages in each superintendency, and the area and population of each, are also exhibited in the same statement, all by rough estimate.

36. It will be seen that there are in all 156 preventive posts, and that the total cost of the preventive system, including the charge for the Controller, amounts to rupees 3,06,219 : 3 per annum.

es of the Controller.

37. The Controller acts in subordination to the Board of Revenue. He is expected to be constantly on the move, visiting the several superintendencies under him. His functions consist in exercising a searching inquiry into, and control over, the operations of the superintendents, so as to keep them strictly to their duty, and in revising their proceedings and decisions in all matters connected with the department, upon, or without, appeal.

es and present
owers of the superin-
ndents and assistant
perintendents.

38. The responsibility for the efficient administration of the chowkeys of each division belongs to the superintendent, who exercises, in addition, judicial powers in the confiscation of illicit salt, and punishment of offenders against the laws enacted for the protection of this branch of the revenue, uncovenanted superintendents cannot exercise these powers unless duly authorized under the provisions of section 25, Act XXIX, of 1838. At present all the uncovenanted superintendents are vested with powers of adjudication in cases of contravention of the Salt Revenue Laws. The assistant-superintendents act under the orders of the superintendent.

vention of smuggling
om the Government
olahs, and importing
ips.

39. The responsibility for preventing the abstraction of salt, without duty paid, from ships importing that article, and from the Government store golahs, rests, in the first instance, with officers of other departments, viz., the Custom-house officers in the case of ships, and the agency or store officers in the case of the golahs. The chowkey officers act as a check upon them, and seize any salt found passing through the country without a protective document, or in excess of the quantity covered by such document; and they ultimately receive charge of the document itself, when the salt has either passed out of the chowkey limits, or has been consumed within them.‡

ing or examining
owkeys.

40. To facilitate the check over salt under transport from the Government golahs or importing ships, all salt-laden boats are by law§ obliged to call at certain special chowkeys on their route, denominated *cooting chowkeys*, in order that their cargoes may be examined and gauged by the officers of the depart-

		R.
* 2 on	.. ..	700
2 on	.. ..	500
2 on	.. ..	400
2 on	.. ..	350
2 on	.. ..	300

† Enclosure A.

‡ Section 36, Regulation X of 1819.
Section 41, ditto.

§ Section 47, Regulation X of 1819.

ment, and compared with the protective documents which are at the same time endorsed, so as to prevent their being used fraudulently to cover more than one dispatch. These cooting stations, which used to be a source of much extortion on the part of the native officers of the department, and thereby contributed much to raise the price of licit salt to the consumer, have lately been greatly reduced in number, and the practice of cooting, or examining, the cargoes of all boats, has been everywhere discontinued, the interference being confined to the examination and endorsement of protective documents.

41. The duty of the officers of the *ordinary* preventive chowkeys, is to see that no illicit manufacture or traffic is carried on within the limits of the chowkey tract, and that no other than licit salt is sold or consumed therein. General duty of the ventive force.

42. To each chowkey, which is generally* placed in the neighbourhood of a large salt mart, is attached a mohurrir, and from 6 to 12 burkundazes or chupprassees; and over every 3 or 4 chowkeys is placed a patrol daroga, upon a salary of 50 to 70 rupees per mensem, with 25 rupees additional as travelling allowance. The duty of the daroga is to be constantly moving about in his subdivision, controlling the other officers who are placed in subordination to him, and keeping them to their duty, examining the banks of rivers, salt-water nullahs, and other likely places for traces of earth scraping for illicit manufacture, attending at hâths and bazaars, to see that no other than licit salt is offered for sale therein, and conducting all sorts of local inquiries entrusted to him by the superintendent. On receipt of information of illicit manufacture, it is his duty to proceed with the aid of the police, in due form, to search the houses informed against, to take depositions of parties concerned, and submit a full report of his proceedings to the superintendent. He keeps, moreover, a diary of all his proceedings, which at the close of the month is submitted to the superintendent, and by him sent on to the Controller, with his opinion recorded on it.† Constitution of the ventive force. D of the daroga.

43. The duty of the mohurrir, of which there is one at each chowkey, and who has immediate charge of it, is to keep the books of the chowkey, which includes an account not only of all seizures of illicit salt, but of all licit salt sold within the limits of the chowkey, for the consumption of the inhabitants. The law‡ prescribes, that no quantity of salt exceeding 5 seers can be carried by any person without a protective document; and therefore it is necessary that officers of the department should be empowered to issue such documents, on application made, to cover parcels of salt disposed of by the merchants to smaller dealers. The measures which are taken to secure the consumption of no other than licit salt within the tract guarded by chowkeys, and for keeping an account of the extent of the consumption of that salt are these: Duties of the mohu and measures tak secure the cons tion of no other licit salt within chowkey limits, a keeping an accou the consumption.

44. The merchant brings, say 1,000 maunds of salt from Calcutta to his depôt at Charkolly in the Backergunge district. If the salt is taken from the Government golahs at Sulkeea, the price, including duty, is paid in at the general treasury. The merchant then obtains from the Board of Revenue a delivery order on the Sulkeea golahs, with a rowannah to protect the salt, under cover of which he carries it past the cooting chowkeys of Balliaghatta and Coolneah, at both of which the document is examined and indorsed to its destination. Here it is stored in the golahs of the merchant, and the rowannah is taken to the chowkey hard by, in order that its contents may be entered in the register there, as so much salt stored in the chowkey.

45. When the merchant wishes to dispose of any of this salt, he sends to the chowkey a note of the sales he is making, stating that, of the salt brought under protection of such a rowannah, he is selling 50 maunds to such a one of such a place, and 5 parcels of 10 maunds each to other dealers named, and that he wants passes accordingly. The 50 maunds is perhaps to be consigned to a place beyond the limits of this chowkey, and therefore for its protection the mohurrir gives the atrafee rowannah described in clause 7, section 36, Regulation X. of 1819; while for the 5 parcels to remain in the limits of the chowkey and be retailed there, are granted a corresponding number of char chittees.§ These documents are duly entered in the Register,‖ (No. 5) of the chowkey, and the sales are also written off on the back of the rowannah, as prescribed by section 46 of the law above mentioned; and when the whole of the salt covered by the rowannah has been disposed of, the document is delivered up at the chowkey, where it is cancelled, and returned to the superintendent, and ultimately to the Board's office, where it has, up to this time, been held on the register of outstanding rowannahs.

* This does not apply to the soonderbuns where the chowkeys are placed in the most suitable spots for commanding the sources of illicit manufacture, there being in that locality but a thin population, and limited consumption of salt, and consequently no need to consider the convenience of the trade and the salt consumer in fixing the position of the chowkey.

† Sections 1 to 11, Act XXIX, of 1838.

‡ Section 36, Regulation X, of 1819.

§ Clauses 5 and 6, section 36, Regulation X, of 1819.

‖ This register shows an account of all the protected salt brought into the chowkey.

46. The dealer who took the 50 maunds under atrafee rowannah, either carries his salt out of the limits of the tract guarded by chowkeys altogether, in which case he delivers up his document at the last station, or, if his shop is within the limits of another chowkey, carries it there, producing his document to be registered at the chowkey, and noting the sales from it precisely in the same manner as was done with the parent rowannah.

47. The shopkeepers who took their 10 maunds under char chittees, are bound to keep that document with the salt until sold, and to write off their sales on the back of it, delivering it up at the chowkey, where they take a further supply under a new document. The sales of salt by the holders of char chittees are generally in small quantities, under 5 seers, for which no protective document is required. When it so happens that the quantity is larger, a document called a dur-char is issued by the holder of the char for the protection of the salt.

48. At the end of the half month the mohurrir makes up his papers for the superintendent's office. His returns comprise a diary of transactions; copies of the register of sales and issue of passes; seizures and attachments made; in fact, all the transactions of the 15 days; and these are all carefully examined and checked in the office of the superintendent.

49. The superintendents have thus, in their accounts of the sales of each chowkey, a tolerably accurate register of the consumption of licit salt in all parts of their jurisdiction, and can direct their immediate attention, and that of the daroga of the sub-division, to any part exhibiting an indication of decreased consumption of licit salt, and consequent presence of an illicit supply.

quantity of salt consumed within the owkey limits, as own by the sale accounts kept at the owkey, constitutes test of the extent which smuggling is pressed.

50. The state of the char sales of a chowkey compared with its population, as ascertained by the best means procurable, is considered to be the best criterion of the presence and extent of illicit supplies of salt, and of the efficiency, or otherwise, of the daroga and chowkey officers. Attempts are sometimes made to falsify the sales, but such attempts are expected to be frustrated by an efficient superintendent; and it is held that, supported by other indications, the prosperous state of the sales constitutes an excellent test of the extent to which illicit practices are suppressed in the chowkey.

s of the burkundazes, or chuppraseees.

51. The employment, of the burkundazes, or chuppraseees varies somewhat according to the locality and characteristics of the chowkey. In some parts of the country they are stationed over the churs and salt plains, a certain extent of country, which requires constant watching, being placed under each. In others, where the facilities for illicit manufacture are limited, they are fewer in number, and are distributed through the villages, a larger tract of country being allotted to each; their duties being confined to occasional visits to suspicious places, and attending at bazaars and hâths, in order to check the introduction of illicit salt. In other parts, their duties are more important, as in Midnapore, and the country there bordering on the Hidgellee and Tumlook Agencies; here, the chowkey force, besides having to suppress illicit manufacture, and supervise the sales of licit salt within the limits of the chowkey, has to guard the district west of it from the influx of illicit salt from the Government manufacturing grounds. To suppress this, the establishments of chuppraseees are stronger than elsewhere, and a jemadar is attached to each chowkey.

organization and ties of the preventive force in Cuttack nerally the same as Bengal.

52. In the province of Cuttack, the preventive establishments have recently undergone revision and improvement. The designations of some of the officers are different, but the establishments are organized on the same principle, and the duties of the officers are generally the same as in Bengal.

retail sale system, scribed in a separate te (Appendix C, o. 6), is essentially aid of the preventive system.

53. In some superintendencies, salt is sold by retail, on the part of the Government, in small quantities, and at reduced prices, either throughout the jurisdiction, or in a limited portion of it. The retail sale system is essentially in aid of the preventive system, its principal object being to displace the consumption of illicit salt within those tracts where the temptation to smuggling, and the facilities for it, are the greatest. The superintendents of chowkeys manage the retail sales, distinctly from their preventive duties, and with distinct establishments; but it is the duty of the chowkey force to see that only the salt retailed by Government is consumed within the retail limits, and to prevent its consumption beyond those limits. As the retail sale system is a subject by itself, it has been treated in a separate note.*

ers of the preventive ce.

54. The powers allowed to be exercised by salt preventive officers for the discovery and seizure of illicit salt, and in the adjudication of cases of the contravention of the Salt Revenue Laws, are enacted in Regulation X, of 1819, and Acts XXIX, of 1838, and III, of 1851. Calcutta is subject to a special salt law, Act XIII, of 1849.

entive rules in the ovince of Cuttack.

55. The salt preventive rules in force in the province of Cuttack, in connection with the peculiar arrangements for the sale of salt in that province, will be found appended to the note on the retail sale system.

GEO. PLOWDEN,
Commissioner.

* Appendix C, No. 6.

STATEMENT showing the Salt Chowkey Superintendencies in the Lower Provinces of the Bengal Presidency, the Number of Preventive Posts or Chowkeys in each Superintendency, the Statistics of each, the Charges incurred on account of each, and the Total Cost of the Salt Preventive Service.

1	2	3	4	5	6	7					8	9
						Charges per Mensem.						
No.	Names of Superintendencies.	Number of Preventive Posts or Chowkeys.	Area in Square Miles.	Number of Villages.	Population.	Salaries of Superintendents and Assistant-Superintendents, 1854—55.	Cost of Office Establishments, 1854—55.	Cost of Mofussil Chowkey Establishments, 1854—55.	Contingencies on an Average of the Year 1853—54.	Total.	Total Charge per Annum.	Remarks.
						Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
1	Chittagong	9	2,839	972	7,13,332	700 0 0	159 10 9	890 4 3	80 0 0	1,829 15 0	21,959 4 0	The contents of columns 4, 5, and 6 exhibit only very rough estimates; they have been derived in various ways, and are only to be relied upon as giving a general idea of the statistics of the chowkey limits. In most instances the chowkey limits comprise whole districts. The salary of the superintendent of Baugundee includes Rs. 50 per mensem for house-rent; that of the Calcutta superintendent Rs. 50 per mensem for house-rent, and the same for boat allowance; and that of the superintendent of Midnapore Rs. 50 per mensem for boat allowance. In Jellasore the superintendent receives Rs. 300 per mensem, and his assistant Rs. 180. At present only one assistant-superintendent is entertained. In Tumlook the salt agent is superintendent without additional remuneration, and so in Balasore, Central Cuttack, and Pooree, where also separate office establishments are not entertained.
2	Bullooah	8	2,190	1,637	8,10,000	700 0 0	294 8 0	1,862 13 4	61 0 0	2,918 5 4	35,020 0 0	
3	Backergunge	12	4,000	2,258	7,57,694	500 0 0	159 10 9	890 4 3	49 0 0	1,598 15 0	19,187 4 0	
4	Jessore	11	3,400	1,794	4,90,295	300 0 0	177 10 0	919 3 3	75 0 0	1,471 13 3	17,661 15 0	
5	Baugundee	11	1,400	1,530	3,84,645	400 0 0	169 8 0	893 10 9	53 4 0	1,516 6 9	18,197 1 0	
6	Barreepoor	25	4,800	2,912	7,24,555	500 0 0	180 8 0	1,876 12 0	84 0 0	2,641 4 0	31,695 0 0	
7	Calcutta	4	Nearly 8	15	3,61,359	500 0 0	151 8 0	541 0 0	106 8 0	1,299 0 0	15,588 0 0	
8	Western	15	1,238	1,479	6,85,000	400 0 0	231 10 0	1,103 13 8	78 12 0	1,814 3 8	21,770 12 0	
9	Midnapore	9	840	2,845	4,71,726	400 0 0	218 10 10	876 11 4	125 0 0	1,620 6 2	19,444 10 0	
10	Tumlook	6	441½	784	1,44,594	....	41 10 6	523 8 0	39 7 3	604 9 9	7,255 5 0	
11	Jellasore	13	1,600	2,831	2,14,096	480 0 0	150 8 0	1,235 8 0	255 0 0	2,121 0 0	25,452 0 0	
12	Balasore	20	1,910	4,038	5,00,000	....	....	1,475 0 0	10 0 0	1,485 0 0	17,820 0 0	
13	Central Cuttack	6	3,062	4,292	5,53,073	....	....	709 0 0	....	709 0 0	8,508 0 0	
14	Pooree	7	2,698	3,105	5,01,000	....	....	790 0 0	...	790 0 0	9,480 0 0	
	Total	156	30,426	30,492	73,11,369	4,880 0 0	1,935 6 10	14,587 8 10	1,016 15 3	22,419 14 11	2,69,039 3 0	
	Add Charges on account of Controller, viz.											
	Salary									2,333 5 4	28,000 0 0	
	Travelling Allowance									250 0 0	3,000 0 0	
	Office Establishment									432 0 0	5,184 0 0	
	Contingencies									83 0 0	996 0 0	
	Total									3,098 5 4	37,180 0 0	
	Grand Total									25,518 4 3	3,06,219 3 0	

GEO. PLOWDEN, *Commissioner.*

Appendix C,—No. 6.

Note on the system of Retail Sale of Salt by the Government.

Salt for consumption beyond the limits of the salt-producing districts is left to be supplied by wholesale merchants.

1. Salt for the interior consumption of the Bengal provinces, beyond the limits of the salt-producing districts, is left to be supplied by private enterprise, for which purpose it is sold wholesale to merchants from the Government warehouses.

Wholesale price how fixed, and smallest quantity in which salt is supplied wholesale from the Government warehouses.

2. The wholesale price is made up of the average cost of production of the latest three preceding years, for which the accounts have been adjusted, and of the amount of import duty levied upon Foreign salt, at present rs. 2-8 per maund. At the price so regulated, salt is delivered from the Government warehouses to any purchaser, in quantities of not less than 50 maunds.

In the manufacturing localities and their neighbourhood, salt is retailed from Government shops at reduced prices, and in smaller quantities.

3. But in districts and localities where salt is manufactured on account of Government, and in some neighbouring tracts where it might be easily produced, or into which it might be easily smuggled, shops are established on the part of the Government, at which salt is retailed in small quantities at reduced prices.

Objects of the retail system.

4. The objects of this system are to leave the people without excuse for violating the law under the temptation of a high rate of duty, and to obtain some revenue in a part of the country where, from the great facility of smuggling, it has been found impracticable to realize full prices.

Retail prices how regulated.

5. The retail prices vary according to local circumstances; in regulating them, the objects kept in view are to displace, on the one hand, the consumption of contraband salt within the retail limits, and on the other, to guard against the transport of retail salt beyond the retail limits into the districts supplied by the wholesale dealers; in the one case, regard must be had to the facilities for obtaining a contraband supply; in the other, it is necessary, as the retail and wholesale limits approximate, to approximate also the retail and wholesale prices.

Retail limits. The salt preventive superintendents manage the sales. Duties of the preventive force in respect of salt sold by retail.

6. The retail limits of any tract are, in all cases, coextensive with the preventive limits of the same tract. The salt preventive superintendent of the division manages the sales, in subordination, when he is not also the salt agent, to the Controller of Government salt chowkeys, but distinctly from his chowkey duties, and with distinct establishments. When the superintendent is the salt agent, he acts in direct subordination to the Board of Revenue. It is a principal duty of the preventive force, to see that salt sold by retail does not pass into the wholesale districts. If the sales do not show a consumption proportionate to the population of the retail limits, it is a certain indication that illicit consumption is not efficiently suppressed. On the other hand, large sales are not necessarily a proof of the suppression of illicit consumption in those localities where facilities exist for running the retail salt into the wholesale districts. In such cases, salt, though purchased ostensibly for consumption in the retail limits, may, through the neglect or connivance of the preventive force, be in fact consumed beyond those limits, and it is difficult to say to what extent the sale may be *bonâ fide*, when it is the direct interest of the preventive force, in order to swell the amount of the sales, as a test of their efficiency in suppressing smuggling within the retail limits, to connive at the transport of the salt beyond those limits.

Location of the retail shops, how regulated.

7. The retail shops are located for the most part in large public markets, their position being selected with sole reference to the convenience of the inhabitants of the surrounding country.

Salt purchased from retail shops, how protected.

8. A char-chitty or pass, is granted for the protection, within specified limits, of all purchases made from these shops in excess of 5 seers. If the limits are infringed, the salt is liable to seizure, and the offender to punishment.

Law providing for the retail sale of salt by the officers of Government.

9. Section 4, Regulation X, of 1826, provides for the retail sale of salt by the officers of Government, within any particular district or tract of country, by empowering the Government to suspend, within such district or tract, for for such period as may, from time to time, appear proper, the rules generally applicable to the salt revenue, and to prescribe for the same such other rules relative to transportation, sale, purchase, and possession of salt, and for the issue and disposal of rowannahs and passes, as may, from time to time, appear expedient.

Districts and tracts within which salt is retailed, and the prices at the different shops.

10. The following statement exhibits the districts and tracts of country within which salt is retailed by the Government, and the prices at which it is sold at the diferent shops.

Salt Preventive [Superintendencies, in which Salt is sold by Retail.	Retail Limits.	Sites of the Retail Shops.	Price of the Salt per Maund. Pungah or boiled Salt.	Price of the Salt per Maund. Kurkutch or Solar Evaporation Salt.	Remarks.
			R. A.	R. A.	
Chittagong	The whole superintendency or district of Chittagong.	Robertgunge... ...	...	2 6	The wholesale price of salt, the produce of the Chittagong agency, is rupees 319 per 100 maunds, or about rupees 3 : 3 per maund. The kurkutch, or solar evaporation salt, which is exclusively retailed in this district, is imported for that purpose from the Madras coast; its full value would be about rupees 2 : 15 : 4 per maund. The Robertgunge shop is on the confines of the wholesale limits.
		Sloopbohur ...			
		Hàt Hazaree ...			
		Ruojan			
		Rangonea			
		Kristnacolly ...			
		Hossein Faker's Hát			
		Satkanneeah ...			
		Bajallea			
		Chuckooreea ...			
		Koomeerea ...	...	2 0	
		Cox's Bazaar ...			
		Roostoom's Hát ...			
		Narayun's Hát ...			
		Echapore			
		Kaloo's Ghát ...			
		Moiskhalee ...			
		Durbesh Hát ...			
		Futtickcherree ...			
		Jalleakhalee ...			
		Julkudder ...			
Bullooah	Chowkey Hattea.	Baug's Hát	3 4	2 12	The pungah, or boiled salt, retailed in this district, is Arracan salt, the wholesale price of which at Chittagong is rupees 328 per 100 maunds
	Chowkey Soondeep....	Fetooyah	..	2 8	The kurkutch is Madras salt. It being difficult to obtain a contraband supply in these island chowkeys, nearly the full duty is levied on the salt retailed in them.
Barreepoor	Chowkeys Howree, Hajeepore, and Saugor Island	Coolpee	3 0	...	Hidgellee Agency salt is retailed in this tract; its wholesale price is rupees 301 per 100 maunds, or 1 rupee per 100 maunds in excess of the retail price.
Tumlook	The whole superintendency, which is co-extensive with the salt agency of Tumlook.	Tumlook	2 12	...	These are manufacturing localities. The salt of the agency is retailed in them, the wholesale price of which is rupees 303 per 100 maunds, or about 4½ annas a maund in excess of the retail price.
		Sourahburriah ...			
		Mysuddul			
		Gewah Khalee ...			
		Doroo			
		Goomgurh ...			
		Aurunganugur ...			
		Jellahmoottah ...			
Jellasore ...	The whole superintendency, which includes the Hidgellee salt agency, excepting chowkeys Gopeebullubpore and Coolbunnee.	Seebpore	2 12	...	In this tract, which includes all the manufacturing localities of the Hidgellee Agency, the salt of that agency is retailed at prices from about 8 annas to 4 annas per maund below the wholesale price.
		Jellasore			
		Kontai			
		Tikrah			
		Govindpore ...	2 8	...	
		Chowmookha ...			
		Errinch			
		Bahareemootah ...			
Balasore	The whole district of Balasore.	Balasore	2 2	...	These are depôts for the supply of the interior consumption.
		Bhuddruck ...	2 0	...	
		Bolung			These are shops for the supply of the manufacturing localities and their immediate neighbourhood. From the former, salt, the produce of the district, is sold at prices from about 1 rupee to 14 annas, and from the latter at about 1 rupee 8 annas per maund below the full price, which is rupees 298 per 100 maunds, or rupees 2 : 15 : 3 per maund.
		Pertaubpore ...			
		Gopeenathpore ...			
		Podumpore ...	1 3	...	
		Kurrungee ...			
		Sankoowa			
		Lukmeedaspore ...			
		Kurrumpookoorie ...			
Central Cuttack.	The whole district of Central Cuttack.	Kyeparrah ...	1 14	...	These are depôts for the supply of the interior consumption.
		Cuttack			

Salt Preventive Superintendencies, in which Salt is sold by Retail.	Retail Limits.	Sites of the Retail Shops.	Price of the Salt per Maund. Pungah or boiled Salt.	Price of the Salt per Maund. Kurkatch or Solar Evaporation Salt	Remarks.
			R. A.	R. A.	
		Singaree ... ... Rajnugger ... Rahamah ... ... Boleparrah ... Samagole ... ... Pauchpilly ...	1 8	...	These are shops for the supply of the manufacturing localities and their immediate neighbourhood. From the former, salt, the produce of the district, is sold at rupees 1 : 2 : 8, and from the latter at rupees 1 : 8 : 8, per maund, below the full price, which is rupees 304 per 100 maunds, or rupees 3 : 0 : 8 per maund.
Pooree....	The whole district of Pooree.	Pooree ... ... Tanghee	1 14	1 8	These are depôts for the supply of the interior consumption.
		Talgaon ... ... Kanaruck ... ... Joonye ... ... Burrumgeer ... Goolbae ... ... Banpore	1 8	... 1 0	These are shops for the supply of the manufacturing localities and their immediate neighbourhood. Both pungah and kurkutch salt, the produce of the district, is sold, the full price of the former being rupees 298 per 100 maunds, or rupees 2 : 15 : 8 per maund, and of the latter rupees 273 per 100 maunds, or rupees 2 : 11 : 8 per maund.
		Pharee Kumas ... Pharee Tanghee ... Sathparrah ... Pareekood ... ... Malood	...	1 0	

In the Chittagong superintendency, salt is retailed by Government throughout the district.

11. *Chittagong.* In this superintendency, salt is sold by retail at reduced prices, not only in the saliferous and manufacturing localities, but throughout the district. The wholesale merchant would hesitate to occupy any part of it, because in every part he would be almost certain to be undersold by the smuggler, owing to the great facilities for obtaining a contraband supply in a district of narrow breadth, and bordering on the sea in its whole length.

For the better prevention of smuggling, Madras salt was introduced for the consumption of the district in 1826, and is now exclusively retailed.

12. In the year 1826, it was determined, for the better prevention of smuggling, by supplying a cheaper description of salt, that only Madras kurkutch, or solar evaporation, salt, should be retailed for local consumption.

13. In 1828, an experimental manufacture of salt by solar evaporation, for the retail supply of the district, in lieu of Madras salt, was attempted in the Chittagong Agency, but, after 5 years' trial, it was abandoned, on the ground that the same description of salt could be brought as cheaply from Madras, while the local manufacture afforded facilities for smuggling.

14. In the years 1852 and 1853, a very large stock of Arracan salt having accumulated in the Chittagong warehouses, that salt was retailed for local consumption, and the importations of Madras salt were suspended during those two years; but in 1854, the importations were renewed, and Madras kurkutch is now again exclusively retailed.

How the exclusive supply of Madras kurkutch salt operates as a check upon smuggling.

15. By this scheme, besides that smuggling is checked by the greater cheapness of the salt supplied, the possession of salt produced in the district, except as below stated, is rendered illicit, and, as the Madras salt differs essentially in the grain and appearance from the district salt, the illicit possession of the latter is rendered more easy of discovery and proof. This difference also creates a material impediment in the way of smuggling the cheap salt beyond the retail limits, into parts of the country supplied with salt at full prices by the wholesale merchants. In Chittagong, however, from its local circumstances, there can be little, or no, smuggling out of the district.

The pungah or boiled salt of the district may also be purchased from the agency warehouses at the consumption price in the neighbouring districts.

16. But, in order to provide the pungah or boiled salt of the district for those who give that description of condiment the preference, it is allowed to be retailed, from the agency warehouses only, in quantities of not less than one maund, at the same, or about the same, price for which it is purchased by consumers in the neighbouring districts from private dealers. It is not allowed to be sold from the retail shops, because, if it were, a heap would always be kept on hand to cover such supplies of the same kind of salt as might be attainable illicitly from the molunghees, during the period of their manufacture on account of Government.

Establishments.

17. The following establishment is entertained for each shop—

1 Darogah	.. ..	10 to 16 rupees.
1 Koyal or weighman	.. ..	4
1 Teerundauz or peon	.. ..	3

making a total of 17 rupees, or 23 per mensem.

18. The Darogah has charge of the salt; he keeps a day-book in which all sales effected during the day, however small, are entered, and remits the proceeds of his sales, with an account, to the Superintendent, weekly. Duties of the Darogah.

19. The salt is conveyed from the wholesale warehouses to the retail shops at the expense of Government, by contractors, who are responsible for it in transit. The darogah is allowed one per cent. per mensem on all salt stored with him, for wastage. Salt how conveyed from the wholesale warehouses to the retail shops.

20. The Koyal and Teerundauz are menial servants, and are appointed by the Darogah; the former weighs the salt to purchasers; the latter acts as a watchman, and is generally the person through whom the sale proceeds are transmitted to the Superintendent. Duties of the Koyal and Teerundauz.

21. Salt may be purchased at the retail shops in any quantities from one anna's worth up to 100 maunds. It may also be purchased from the wholesale warehouses in any quantities from 1 to 100 maunds. The purchasers from the wholesale warehouses are generally small dealers, who retail the salt, within certain limits, under the protection of char-chittees. To encourage this system of private supply, by which the Government avoids the risks of transport, the buyers receive on their purchases the wastage allowance granted to the darogahs, and the transportation charges saved to the Government. There is also a class of petty dealers who purchase small supplies from the retail shops, under the eaves of which they establish themselves, and retail to the consumers in any quantities, however small. Quantities in which salt may be purchased from the retail shops and wholesale warehouses. Encouragement of petty retail dealers.

22. The shops are all the property of Government, and are maintained in repair at the expense of Government. The retail shops are the property of Government.

23. *Bullooah.*—Salt was formerly manufactured on account of Government in this superintendency. The system of retail sales was then introduced into the district, with a view to the prevention of smuggling, and after the discontinuance of the manufacture, it was kept up in order to prevent illicit manufacture. This latter reason having ceased to be of force, in consequence of the lands from which salt used to be produced having been brought into cultivation, and being no longer saliferous, the retail sale limits have lately been greatly contracted, and the prices raised, with a view to the eventual abandonment, in this superintendency, of the interference of Government, except in the islands of Hattia and Sundeep, constituting two chowkeys of the division. In the Bullooah superintendency, the retail sale limits have lately been greatly contracted, and are now in fact confined to the islands of Hattia and Sundeep.

24. At the commencement of the current year, all the retail shops on the main land of Bullooah were closed, with the exception of one at Soodharam, the head-quarters of the district, where a stock of salt is to be stored, and sold wholesale and retail, till such time as there is reason to suppose that arrangements have been made by private traders for keeping up a constant and adequate supply. Similarly, in the Island of Deccan Shabazpoor,* a single depôt for the wholesale and retail sale of salt is to be maintained at Dowlu Khan.

25. The salt delivered from these depôts is for the present Arracan salt, and the price, rupees 345 per 100 maunds on purchases of 100 maunds and upwards. Payments on such purchases are made into the Bullooah Treasury, and rowannahs or passes to protect the salt are granted by the superintendent of the Bullooah salt chowkeys. For quantities less than 100 maunds, the price is rupees 3 : 8 per maund, being at the rate of rupees 350 per 100 maunds, and the darogahs in charge of the depôts grant chars for the removal of salt purchased in such small quantities; but no sales of less than 5 maunds at a time are allowed.

26. Rowannah salt, that is, salt purchased by wholesale dealers from any of the regular Government warehouses, for the supply of the interior consumption of the country, is allowed free admission both in Shabazpoor* and in the main land, and the prices at the two temporary local depôts have been purposely fixed at the full wholesale price of Arracan salt at the Chittagong warehouses, plus the cost of transport from thence to the depôts, in order to give fair encouragement for a regular trade on the part of private merchants.

27. Under these arrangements, the retail system of sale at reduced prices is in fact confined, in this superintendency, to the Islands of Hattia and Sundeep, in each of which a single shop is maintained. In the former both Arracan pungah, or boiled, salt, and Madras kurkutch, or solar evaporation, salt, are retailed; in the latter, which lies on the Chittagong coast, only Madras salt is sold. Both descriptions are supplied from the Chittagong warehouses. In Hattia, both Arracan pungah and Madras kurkutch are retailed. In Sundeep, only the latter kind is supplied.

28. As regards establishments, and all points of management, the arrangements are the same as those in force in the Chittagong superintendency. The establishments and management are the same as in Chittagong.

29. *Barreepore.*—In this superintendency, which is coextensive with the district of the 24 Pergunnahs, the system of retail sales is confined to the limits of the Howree, Hajepore and Saugor Island chowkeys, the three most southern In the Barreepore superintendency, salt supplied from the Hidgellee warehouses is

* [Spelt Shadazpoor in the maps.]

retailed within the limits of three chowkeys, from a single Government shop, at nearly the full wholesale price.

chowkeys of the division. Within these limits, salt, supplied from the Hidgellee warehouses, is retailed, from a single Government shop, located at Culpee, in the Hajepore chowkey, at a price scarcely below the full wholesale value, the following establishment being entertained for the shop—

	R.
1 Mohurrir	20
1 Koyal	5
2 Chuppadars at 3 rupees each ..	6
Total per mensem	31.

30. Retail sales were introduced into these chowkeys only 4 years ago. The consumption of licit salt, which had never borne a proper proportion to the extent of population, begun gradually to fall off, owing to the high price at which the salt reached the consumer, and it was therefore thought desirable, in order to obtain a better revenue, and to remove the great temptation to the inhabitants to avail themselves of the abundant materials for manufacture around them, to afford them the means of procuring licit salt, at a more reasonable rate from a Government shop.

Salt is retailed by Government throughout the Tumlook superintendency, which is entirely composed of the manufacturing ground of the agency.

31. *Tumlook.*—This superintendency is coextensive with the salt agency, and the office of superintendent is vested in the salt agent. Salt is sold by retail throughout the superintendency, the whole being the manufacturing ground of the agency.

Establishment at each shop.

32. For each shop a mohurrir is entertained on a salary of rupees 5 per mensem, and a peon on rupees 3. The mohurrir receives also a commission of $1\frac{1}{4}$ anna per maund on his sales.

System of supply and sales.

33. The mohurrir purchases whatever quantities of salt he may require from the salt agent, paying cash for it at the retail price. He clears and carries the salt from the Government warehouse, at his own cost and risk, under the protection of a permit, and stores it in a shop which is his own property. Here he sells it in quantities of not less than 1 maund to a class of licensed venders, at an advance of $1\frac{1}{2}$ anna per maund, to cover the clearing and transportation charges. The Mohurrir is prohibited from making any profit on the salt, and can only sell it to the licensed venders, who retail it, unrestricted as to price, in the public markets and villages of his jurisdiction.

The salt supplied is the produce of the agency.

34. The salt retailed is the produce of the agency, and is generally kept in store for twelve months before it is retailed, that it may be, in some measure, distinguishable from the new manufacture of the season.

Probably very little of the salt sold is really consumed within the retail limits in this superintendency.

35. The temptations to smuggling, and the facilities for it, are so great in this purely manufacturing locality, that it may be doubted whether much of the salt retailed at the reduced price is consumed within it. The molunghee population, which is considerable, consumes, it may be assumed, no licit salt, and the rest of the population but little. It is therefore probable, that a great portion of this cheaper salt finds its way beyond the retail limits into the wholesale tract bordering on them, and that the Government derives no advantage from the retail sales, excepting in so far as the cheaper salt may serve to displace, in the wholesale limits, smuggled salt that pays no tax at all.

The transfer of the Tumlook chowkeys to the Midnapore superintendency would be a beneficial arrangement.

36. If the Tumlook superintendency should be abolished, and the agency chowkeys annexed to the Midnapore superintendency, as is contemplated,* the consolidation of the two superintendencies into one jurisdiction, independent of the agency, may be expected to operate beneficially in preventing the smuggling, as well of the cheaper retail salt as of untaxed salt, from the manufacturing ground into the rowannah or full price limits.

In the Jellasore superintendency the salt of the Hidgellee Agency is supplied.

37. *Jellasore.*—Salt, the produce of the Hidgellee Agency, is retailed at reduced prices throughout this superintendency, excepting the portion comprised within the limits of Chowkeys Gopeebullubpore and Koolbunnee. This portion, and a further tract, which was included in the abolished chowkey of Jambunnie, have within the current year been excluded from the retail limits, and been left to be supplied by private enterprise.

The retail limits comprise the whole of the manufacturing ground of the Hidgellee Agency, together with the tract bordering thereon, and on the manufacturing ground of the Balasore Agency.

38. The whole of the manufacturing ground of the Hidgellee Salt Agency is included in the retail limits of this superintendency. The remaining country within those limits, though not itself saliferous, excepting slightly in a small portion of the Kalkapore and Agrachor chowkeys, lies in close proximity to the manufacturing ground of the Hidgellee and Balasore Agencies, and is bounded on the west by the territory of the Mohurbunge Rajah, from which the cheap Balasore salt, supplied by the Government for the consumption of that territory, might be illicitly introduced.

Establishments.

39. Within the current year, the business of retail sales, in those chowkeys in which it has been continued in this superintendency, has been disconnected from the preventive duties, and is now conducted by separate establishments. For each of the 6 shops located in the manufacturing ground the following establishment is entertained:—

* See paragraphs 28 to 30 of the Note on the Preventive System, Appendix C, No. 5.

1 Mohurrir	15
4 Chuprassees at 3 rupees each ..	12
Stationery	1
Total per mensem	28

And for each of the two shops in the remaining country, which are rather store depôts, the following more expensive establishment is allowed :—

1 Darogah	50
6 Chuprassees at 4 rupees each ..	24
1 Koyal or weighman	5
Stationery	1
Total per mensem	80

40. *Province of Cuttack.*—In Bengal, as has been seen, retail sales by the officers of Government are confined to narrow limits, but the situation of the Cuttack province, which is peculiar, being about 230 miles in length, and varying from 10 to 50 or 60 miles in breadth, with the sea to the east; the hills, which afford the greatest facility to smuggling, to the west; and the Madras district of Ganjam, where salt is sold at 1 rupee per maund, to the south, is held to preclude the possibility of exempting any portion of it from the cordon of retail sales at reduced prices.

In Cuttack, salt is retaile at reduced price throughout the pr vince.

41. The manufacturing localities, which border on the sea, and the country to a distance of 4 miles from their limits, around which the cordon of preventive posts is drawn, are supplied with salt, at reduced prices, from numerous Government shops, the quantity purchasable by any individual being restricted to 5 seers, and the smallest quantity sold being 1 seer. In this tract, therefore, the retail trade may be said to be entirely in the hands of Government.

Within the preventi limits of the manufa turing localities, salt retailed from num rous Governme shops.

42. For the supply of the country beyond the above limits, including the Hill Tributary Estates, two Government depôts are maintained in each district, from which salt may be purchased by any individual, under rowannah, or wholesale price, in quantities of from 20 to 100 maunds, and under char, or retail permit, from 10 seers to 20 maunds, at prices higher than those fixed for the saliferous tract, and its immediate neighbourhood, included within the preventive cordon, but still considerably below the full price, consisting of the full Calcutta duty of 2r. 8a. per maund, added to the cost of production.

Beyond those limits sa is supplied wholesa and retail, from tv Government depôts each district, at pric somewhat higher, b still considerablybelc the full wholesale pri as regulated in Beng

43. Formerly there existed a chain of sale golahs or warehouses, which stretched from one end of the province to the other, for the purpose of a local supply through the immediate agency of the Government; but, since 1850, when the arrangements for the sale of salt in the province were revised, the recognised principle has been to leave the supply of the country beyond the tract bounded by the preventive cordon as much as possible to merchants and dealers, and to limit the interference of the Government, in that part, to the maintenance in each district of two or three central depôts, impositions which should be made to depend partly on the facility of transport from the manufacturing ground, and partly on the convenience of the trade. In pursuance of this principle, the number of sale depôts has been gradually reduced, until it is now two in each district. Although, therefore, salt is sold from these depôts, in small, as well as in more considerable, quantities, for the convenience of shopkeepers and small dealers, as well as for the supply of the larger traders, the system, beyond the tract enclosed by the preventive line of posts, is essentially one of free trade, and is not, strictly speaking, a system of retail sales by the officers of Government, which consists in the establishment of numerous places of vend for the express purpose of taking the retail trade into the hands of Government. In this view, the sales in the Cuttack province, excepting those in the saliferous localities and their immediate neighbourhood, would perhaps be more correctly designated as "local" than "retail" sales.

In this tract the syste is essentially one free trade. and t sales come more pr perly under the desi nation of "Local than "Retail" sales.

44. Much has been done, within the current year, with a view to the prevention of smuggling, and the improvement of the local arrangements for the sale of salt in this province. The preventive establishments were on a very inadequate footing, numerically and in point of remuneration, and in some places were badly posted. They have now been strengthened, and are better paid, and the sites of several of the stations have been changed, so as to form a complete cordon around, and at a distance of not more than four miles from the places of manufacture. The Government retail shops, intended only for the supply of the tract enclosed by this cordon, many of which were situated at considerable distances without the four-mile line, have now been brought within it, and the duty of conducting the sales from them has been taken out of the hands of the preventive force, and committed to separate establishments. It is proposed also to improve the sites of some of the interior sale depôts by placing them as much nearer to the places of manufacture, from whence they derive their supplies, as may be consistent, on the one hand, with security against illicit traffic, and, on the other, with easy access to the trade.

Improved arrangemen lately carried out f the more effectual pr vention of smugglin and the better m nagement of the reta sales.

It may be a question hereafter whether the inhabitants of the tract included within the preventive cordon might not more profitably be left to consume untaxed salt.

45. At one time, the plan of retailing salt at lower prices in the manufacturing localities and the tract immediately bordering on them, surrounded by the preventive cordon, was abandoned, because it was thought to be impossible to confine the consumption of the salt so retailed within the prescribed limits, and the revenue suffered in proportion as the salt, ostensibly bought for consumption within them, was in fact consumed without them; but in 1850, it was considered advisable to return to the plan, as being in accordance with the practice which prevailed in all the Bengal agencies. Now, however, that an efficient cordon has been drawn round the manufacturing localities, it is proposed, if it should be found that, under the improved arrangements, the consumption of illicit salt, within the preventive cordon, is not checked, again to consider the question whether it may not be advisable to give up the attempt of supplying the inhabitants of the included tract with salt priced at a lower rate. The business of the chowkey force would then be confined to preventing the passage of untaxed salt from that tract; and while no more untaxed salt would be consumed within it than before, the expense of maintaining the several retail shops would be saved, and the loss to the revenue, incurred by the surreptitious consumption of the cheaper salt beyond the prescribed limits, which is more difficult to be checked than the consumption of salt altogether untaxed, would be avoided.

Supply of the Hill Tributary Estates.

46. The rowannahs, under which salt is supplied to the Hill Tributary Estates, are current for such period only as is sufficient for the conveyance of the salt to the frontier from whence they are returnable. The consumption of each estate has been estimated, and no salt ought to be supplied beyond the estimate. It is supposed that some of the estates are supplied altogether, and others to some extent, with the cheaper kurkutch salt of Ganjam.

Supply of the country beyond the Hill Tributary Estates.

47. Salt is also supplied from the Cuttack sale depôts, under rowannahs, for consumption in the territories of Sumbhulpore, Singhbhoom, Chota Nagpore, and other countries to the west and north-west of the Hill Tributary Estates, not being within the prohibited provinces of Bengal or Behar. It is alleged that the supply of cheap kurkutch, or solar evaporation, salt which the traders draw from Ganjam and Pooree suffices for the consumption of these countries, and enables them to sell the dearer pungah or boiled salt, which they take from the Central Cuttack depôts, in the districts of the Behar province, so displacing to an equal extent in those districts the full-taxed salt carried by the Ganges.

48. And here it may be observed that one of the reasons for selling Cuttack salt at reduced prices in the province is to create a market for that salt in the country beyond it, to the west and north-west. At present all that country, as far possibly as Sirgoojeh, is supplied principally with Pooree, kurkutch, and Central Cuttack pungah. If the full Calcutta duty were levied on these salts, their export in that direction, it is supposed, would cease (except in so far as they might be smuggled without payment of duty), and their place would be supplied partly by untaxed salt from the west, and partly by Ganjam salt, the profit upon which is considerably less than that on the Calcutta produce.

The surplus produce of the province is exported to the Sulkeea warehouses in Calcutta.

49. The quantity of salt required for the local consumption of the province including the Hill Tributary Estates, and for the supply of the country beyond them to the west and north-west, is transported from the manufacturing localities, to the retail shops and interior sale depôts, by persons who contract for the carriage. The surplus salt beyond the quantity thus reserved is exported to the Sulkeea warehouses in Calcutta, being separately stored after manufacture in what are called export golahs or depôts, which are so located as to afford facilities for shipping the salt. Until stored in the several depôts and shops, the salt remains in the manufacturing ground in thatched heaps of two or three hundred maunds each, excepting, apparently, in Balasore, where the salt reserved for local consumption would seem to be stored in, what are called, supply golahs, or warehouses, three in number,* located in the manufacturing ground, and to be transported from these, as required, to the retail shops and interior sale depôts.

Rules by which the sale of salt in the province, and the arrangements connected therewith, are governed.

50. The sale of salt in the province, and the arrangements connected therewith, are governed by rules drawn up by Mr. Commissioner Blunt, in 1823, sanctioned by the Government in the same year, and finally legalized by Regulation X, of 1826. A copy of these rules† is annexed, with remarks attached to them. In the Cuttack districts, the salt agents manage the local sales, in immediate subordination to the Commissioner of the province, who is, in his turn, subordinate to the Board of Revenue.

In the district of Balasore, only the pungah, or boiled, salt produced in it is supplied. Establishments at the shops and depôts.

51. *Balasore or North Cuttack.*—For the consumption of this district, only the pungah, or boiled, salt produced in it is sold. For each of the eight retail shops the following establishment is entertained:—

* Bedaiepore, Toondra, Bankessur.

† Enclosure A.

	R.
1 Mohurrir	16
4 Chuprassees at 4 rupees each ..	16
Contingencies	1
Total per mensem	33

and for each of the two interior sale depôts the following:—

	R.
1 Darogah	50
1 Mohurrir	16
1 Poddar, or money examiner	5
10 Burkundauzes, as a guard, at 4 rupees each ..	40
2 Chuprassees at 3 rupees each	6
1 Golpuhuree, or watchman	3
Contingencies	1
Total per mensem	121

52. *Central Cuttack.*—For many years prior to 1850, the supply for the consumption of this district was almost exclusively confined to kurkutch, or solar evaporation, salt, imported from the Chilka lake in Pooree, where alone it is made, to the different depôts for sale, on account of Government, its own produce being nearly all exported to the Sulkea warehouses, for sale in Calcutta. The object apparently was, to afford every facility to the consumer to purchase the cheapest article, viz., kurkutch. The mistake was, in supposing that private dealers could not carry the salt more economically than the Government. Kurkutch was exclusively sold in the tract surrounded by the preventive chowkeys, because, being readily distinguishable from pungah salt it operated as an effectual check on smuggling, any pungah salt found in transit through the chowkeys being at once known, and adjudged to be contraband.

Formerly kurkutch salt from the Chilka lake in Pooree was almost exclusively supplied for consumption in Central Cuttack.

53. In 1850, this system was abandoned, and the trade left to find its own level. The importation of kurkutch salt on account of Government was discontinued, and the sale of pungah salt, produced in the district, at a somewhat lower price than before, was substituted, for the following reasons:—

In 1850, the importation of kurkutch salt was discontinued, and the sale of the pungah salt produced in the district was substituted.

First. The extensive smuggling, to which the conveyance through the country of so large a quantity of salt by contract gave rise, and the adulteration of the salt, and other abuses practised by the contractor's people.

Secondly. The difficulty of keeping up the supply in the Central Cuttack depôts.

Thirdly. The heavy expense entailed upon the Government in the shape of transport charges.

Fourthly. Because there was no demand for Central Cuttack salt at Sulkeea, where the importations of the last four or five years had remained unsold, so that, unless the produce of the district could be disposed of by local sale, the manufacture must shortly have been discontinued altogether.

54. At present, only the pungah, or boiled, salt produced in the district is sold in it by Government, any demand that may exist for kurkutch being left to be supplied by private merchants taking salt under rowannah from the Pooree depôts.

55. The following establishment is entertained at each of the six retail shops:— Establishments.

	R.
1 Mohurrir	10
3 Burkundauzes at 4 rupees each ..	12
Stationery	1
Total per mensem	23

and the following at each of the two interior sale depôts:—

	Kyeparrah.	Cuttack.
	R.	R.
1 Darogah	50	30
1 Mohurrir	16	12
1 Koyal	4	4
1 Poddar	3	..
2 Burkundauzes at 4 rupees each ..	8	..
8 Chuprassees at 3 rupees each ..	24	24
2 Ditto at 2 rupees 8 annas each ..	5	5
Stationery	1	1
Total per mensem ..	111	76

In the district of Pooree both pungah and kurkutch are offered for sale, both being produced in it.

56. *Pooree or Southern Cuttack.*—Both pungah and kurkutch salt are offered for sale in this district, both being produced in it; but the consumption is confined almost exclusively to the latter, as being considerably the cheaper, and nearly the whole of the former, and some also of the latter, are exported to the Sulkeea warehouses for sale in Calcutta.

Retail and depôt establishments.

57. The following establishment appears to be entertained at six of the retail shops, the six first mentioned in the statement given at paragraph 10:—

1 Mohurrir	12
3 Chuprassees at 4 rupees each ..	12
Stationery	1
Total per mensem ..	25

At two* of the other five stations the sales appear to be managed by the establishments attached to the two depôts of which these seem to be branch shops, and at the remaining three† by the manufacturing establishments, without additional expense in either case. The exact particulars cannot be given with certainty, because the revision of these establishments is still in a transition state.

58. The following establishments are entertained for the two‡ interior sale depôts:—

	Pooree.	Tanghee.
1 Darogah	50	50
1 Mohurrir	16	16
1 Ditto	16	16
1 Poddar	5	5
1 Koyal	5	5
2 Chupadars at 3 rupees each	6	6
Chuprassees—12 at Pooree, 6 at Tanghee ..	44	20
Burkundauzes—4 at Tanghee	....	20
Stationery	1	1
Total per mensem ..	143	139

Extent, proceeds, charges, and net revenue of the Government retail sales, at reduced prices throughout Bengal and the province of Cuttack.

59. The following Statement exhibits full particulars respecting the extent, proceeds, charges and net revenue of the Government retail sales, at reduced prices, throughout Bengal and the province of Cuttack, in the past year, 1853–54:—

* Pharee Kumas, Pharee Tanghee.

† Sathparrah, Pareekood, Malood.

‡ Since this was written, the abolition of a third interior sale depôt at Kumas has been suspended. The establishment entertained there costs 150 rupees per mensem, and is the same in its details as those entertained at the other two depôts, excepting in one or two trifling particulars.

1	2	3	4	5	6	7	8	9	10	11	12			13	14
											Charges.				
Retail Sale Localities.	Quantity of Salt sold by retail.	Retail Sale Proceeds at various Prices.	Retail Sale Proceeds per maund, showing the average Retail Prices per maund.	Average Price which would have been realized per maund if the Salt had been sold at full, or Wholesale, Prices.	Average reduction in Duty, or loss of Profit, per maund, at the Retail Prices, being the difference between the amounts in the two preceding columns.	Retail Sale Proceeds per 100 maunds, showing the average Retail Prices per 100 maunds.	Average Price which would have been realized per 100 maunds if the Salt had been sold at full, or Wholesale, Prices.	Average reduction from the Full Duty of Rs. 250 per 100 maunds, or loss of profits per 100 maunds at the Retail Prices, being the difference between the amounts in the two preceding columns.	Amount of Revenue which would have been realized on the quantity of Salt sold at retail prices, as shown in col. 2, if the full prices, as shown in col. 8, had been obtained.	Loss of Revenue at the average Retail Prices, being the difference between the amounts in cols. 3 and 10.	Cost of Establishments.	All other Charges.	Total.	Net Revenue from Retail Sales, being the difference between the amounts in cols. 3 and 12.	Remarks.
	Mds.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Chittagong Agency ..	1,25,503	2,52,219	2 0 2	3 4 4	1 4 2	201	327	126	4,10,395	1,58,176	5,175	6,395	11,570	2,40,649	Cols. 4 and 7. In these columns the average prices actually obtained are shown.
Tumlook Ditto	19,059	52,412	2 12 0	3 0 6	0 4 6	275	303	28	57,749	5,337	1,440	1,601	3,041	49,371	Cols. 5 and 8. In these columns are exhibited the average prices which would have been obtained if the quantity of each description of salt had been sold at its full price. In the case of the Cuttack districts, the cost in the districts, plus the full duty, has been taken to represent the full or wholesale prices, not the wholesale prices fixed on the salt of the Cuttack districts in Calcutta, which include the charges of transport.
Balasore Ditto	1,04,375	2,18,118	2 1 3	2 15 8	0 14 5	208	298	90	3,11,038	92,920	4,152	20,937	25,089	1,93,029	
Central Cuttack Ditto ..	1,99,494	3,70,995	1 13 9	3 0 8	1 2 11	186	304	118	6,06,462	2,35,467	2,984	14,512	17,496	3,53,499	
Pooree Ditto	2,49,699	3,68,754	1 7 8	2 15 6	1 7 10	148	297	149	7,41,606	3,72,852	4,212	14,897	19,109	3,49,645	
Bullooah Chowkeys ..	1,29,168	3,56,642	2 12 2	3 2 3	0 6 1	276	314	38	4,05,587	48,945	5,043	17,424	22,467	3,34,175	
Barreepoor Ditto	16,270	48,794	3 0 0	3 0 2	0 0 2	300	301	1	49,174	380	372	1,143	1,515	47,279	Col. 12. The charges beyond the cost of establishments consist of transportation charges, commission on sales, golah repairs, &c., &c.
Jellasore and Hidgellee Do.	21,963	68,711	3 2 0	3 5 11	0 3 11	312	337	25	74,015	5,304	864	7,453	8,317	60,394	
Total	8,65,531	17,36,645	2 6 1	3 1 7	0 11 6	238	310	72	26,56,026	9,19,381	24,242	84,362	1,08,604	16,28,041	Fractions have been omitted, except in columns 4 to 6.

60. It will be seen that 8,65,531 maunds of salt were sold at reduced prices, yielding a gross revenue, at those prices, of rupees 17,36,645; that the average difference between the average full prices and the average reduced prices, was 11a. 6p. per maund, and rupees 72 per 100 maunds; that the loss of revenue at the reduced prices, supposing the full prices could have been obtained, was rupees 9,19,381; that the total charges of the retail sales amounted to rupees 1,08,604,* and the net revenue to rupees 16,28,041.

Proportion of retail and local sales to wholesale deliveries.

61. The wholesale deliveries from Government depôts, in the same year, amounted to 37,89,913 maunds; consequently the Government retail deliveries,† at reduced prices, including the local sales of the Cuttack province, were equal to about a $4\frac{3}{5}$ths proportion of the Government wholesale deliveries, and to about a $5\frac{2}{5}$ths proportion of the total Government deliveries, which amounted to 46,55,444‡ maunds—in other words, the Government took lower rates of duty on the above last-mentioned proportion of its own salt, the produce of native manufacture, than it levied on all imported Foreign salt, and on all salt of native manufacture produced by private enterprise, under a system of excise.

Distribution of the salt sold in the province of Cuttack.

62. The following table exhibits the distribution of the salt sold in the province of Cuttack, in the year in question, 1853—54:

District.	Quantity of Salt Sold.				
	From the Government Retail Shops, for consumption within the limits of the Preventive Cordons.	From the Government Depôts in the interior of the Province, for consumption beyond the limits of the Preventive Cordons.	Total Quantity Sold for consumption in the mogulbundee of the Province, that is, the portion exclusive of the Hill Tributary Estates.	From the Government Depôts in the interior of the Province for Export to the Hill Tributary Estates, and the Chota Nagpore Country, &c.	Total Quantity Sold in the Province.
1	2	3	4	5	6
	Mds. S. C.	Mds. S. C.	Mds. S. C.	Mds. S. C.	Mds. S. C.
Balasore	13,341 11 4½	70,260 2 10	83,601 13 14½	20,772 0 0	1,04,373 13 14½
Central Cuttack... ...	8,139 6 3½	59,888 32 15	68,027 39 2½	1,25,337 0 0	1,93,364 39 2½
Pooree	14,688 14 14	68,070 0 4	82,758 15 2	1,68,464 10 0	2,51,222 25 2
Total	36,168 32 6	1,98,218 35 13	2,34,387 28 3	3,14,573 10 0	5,48,960 38 3

63. Of the maunds, 1,68,464:10, shown in column 5, as exported from Pooree, maunds 64,203 was kurkutch salt, taken for consumption in Central Cuttack. The quantity consumed in that district amounted, therefore, to maunds 1,32,230:39:2½ instead of maunds 68,027:39:2½, as shown in column 4.

64. The total quantities sold, as exhibited in column 6, do not altogether correspond with the quantities which appear in column 2 of the statement, at paragraph 58, the contents of the two statements being derived from different sources. The latter is probably the correct statement, but the difference is not so material as to affect the purpose of the former, which is to show, with sufficient approximation, the proportion of the total quantities sold, consumed in the districts and out of them.

G. PLOWDEN,
Commissioner.

Enclosure A.

Rules for regulating the Sale, Possession, and Transport of Salt in the province of Cuttack, prepared by Mr. Commissioner Blunt, in 1823, and legalized by Regulation X, of 1826.

Remarks.

A peon accompanies all dispatches of salt destined for the Hill Tributary Estates and the rowannah is returnable by him. No control is exercised over the sale of salt within the limits of those estates.

1. Salt merchants or beoparies, requiring rowannahs for salt destined for the Hill Tributary Estates of Cuttack, shall be furnished with the same according to the subjoined form,§ under the official seal and signature of the salt agent or his covenanted assistant, which rowannahs shall be current for such period as shall suffice for the conveyance of the salt to the limits of the Tributary Estates, not in any case exceeding 20 days, and shall then be returnable to the office whence issued, either at Balasore or Cuttack.

* Equivalent to 6¼ per cent. upon the gross revenue.

† Maunds 8,65,531.

‡ Wholesale 37.89,913
Retail 8,65,531
46,55,444

§ A No. 1.

2. Salt merchants trading in pungah salt to the territories of Sumbulpore, Singbhoom, or other countries west of the Hill Tributary Estates of Cuttack (not being within the prohibited provinces of Bengal or Behar), shall be furnished with rowannahs according to the form* subjoined, to be issued from the office of the salt agent at Cuttack only, under his official seal and signature; and salt of the description specified, destined to those territories, shall be conveyed only by the direct and high road from Cuttack to Sumbhulpore, viâ the Burmool Pass. Any pungah salt, which may be found in transit through the Gurjaut Estates, proceeding to Sumbhulpore or Singbhoom, by any other route than that herein prescribed, will be liable to attachment and confiscation. But this rule shall not be applicable to kurkutch salt, purchased at the Lake, for the supply of the territories in question, the purchasers of which are hereby declared at liberty to convey the same by the most direct route from the Lake to the place of its destination, and the return of rowannahs from Sumbhulpore or Singbhoom shall not be required.

Remarks. The description of salt, whether pungah or kurkutch, is always specified in the rowannah. The Gurjaut estates are the Hill Tributary Estates.

3. Salt merchants desirous of purchasing salt exceeding the quantity of 20 maunds, for sale and consumption within the limits of the Mogulbundee (with the exception of the portion thereof hereafter specified), shall be furnished with rowannahs, either from the sudder office of Balasore or Cuttack, according to the form† subjoined, under the official seal and signature of the salt agent, or his covenanted assistant. But no Mogulbundee rowannahs shall be granted to any individual at one time for a larger quantity of salt than maunds 100, and all such rowannahs shall be returnable to the office whence issued within a specified period, allowing 20 days for every 10 maunds of salt.

The Mogulbundee is the portion of the province not included in the Hill Tributary Estates. Some limitation of the quantity of salt which an individual may be permitted to purchase, and to store, and possess, at one time, is considered to be necessary, in order to guard against the storage of large quantities of salt, in situations favourable to the clandestine supply of Bengal or Behar, with the cheaper salt of Cuttack.

4. No salt merchants or other person, not being a salt officer of Government duly authorized, shall be permitted to store or possess at one time, at any place within the limits of the Mogulbundee, a larger quantity of salt than maunds 100, and any excess of that quantity which may be found stored or in transit, provided it be satisfactorily proved to belong to one individual, will be liable to attachment and confiscation.

5. Salt sold to Mogulbundee rowannahdars shall be accompanied to its place of destination by a peon from the salt office, who, after seeing the salt stored in one heap in some place which may be exposed to public view, shall carefully addul the same.

6. Mogulbundee rowannahdars shall be at liberty to sell any portion of the salt so addulled to retail dealers or pherriahs, in quantities not exceeding maunds 20, and shall write off each sale on the back of the rowannah until the whole shall have been disposed of, specifying the name and place of residence of the purchaser, the date of sale, and quantity of salt sold; and, as a protection to such salt, the rowannahdar is authorized to grant to the purchaser a corresponding char, under his signature, specifying, in addition to the above particulars, the number and date of the rowannah and unexpired period of its currency, which char shall be kept always with the salt it protects, to be compared, if necessary, with the original rowannah. But no char granted by a rowannahdar shall be current or protect the salt after the period of the rowannah shall have expired.

A wholesale dealer is by this rule authorized to sell salt to retail dealers, in as large quantities as the darogah of a Government depôt is empowered to retail it, and he is, in like manner, authorized to grant passes for the protection of the salt he sells. *Vide* Rule 8.

7. The holders of chars granted by rowannahdars, shall keep a correct account, on a tarputter attached to the char, of all sales made by them, under penalty, on failure thereof, of the attachment of any portion of the salt covered by such char which may remain unsold, but chars granted by rowannahdars to retail dealers, or pheriahs, shall not be returnable.

8. The darogahs of golahs established in the district for sale of salt, are hereby empowered to dispose of salt to retail dealers or consumers in quantities not being less than 10 seers, nor exceeding maunds 20, of 82 sa. wt. to one individual on one date, the darogah shall at the same time grant a char, under his signature, according to the subjoined form,‡ for all salt so sold exceeding the quantity of 10 seers. The period of currency of golah chars shall be regulated by allowing 20 days for every 5 maunds of salt, and at the expiration of such period the char shall be returned to the golah darogah, who will forward the same, with his monthly accounts, to the salt agent.

Individuals requiring salt in smaller quantities than 10 seers, can always purchase it from the petty retail dealers.

9. Tarputters shall be annexed by the golah darogahs, sealed with wax to all chars so issued by them, on which the holder thereof shall keep a daily account of his sales, but no retail dealer or purchaser of salt under a golah char, shall be allowed to sell any portion of such salt in larger quantities to one individual, on one date, than 10 seers, for which no pass is required.

The limitation to 10 seers of the quantity which a retail dealer is empowered to sell, at one time, to the consumers or others, obviates the necessity of empowering such persons to grant chars, which power might become a source of much fraud and abuse.

10. If the period of currency of a Mogulbundee rowannah, or golah char, shall expire before the whole of the salt covered thereby shall have been sold, the holder of such expired document shall be entitled to obtain an extension of the period of currency, by application to the sudder office or golah whence such rowannah, or char, may have been issued, and the further period to be allowed shall be regulated, as already prescribed in articles the 3rd and 8th of these Rules, with reference to the quantity of salt remaining unsold, as shall appear from the

* A, No. 2. † A, No. 3. ‡ A, No. 4.

account sales endorsed on the rowannah, or the tarputtera ccount attached to the char.

11. If, in any instance, a Mogulbundee rowannah, or golah char, shall not be returned, or renewed, on the expiration of the period of its currency, a sudder, or a golah peon, shall be forthwith deputed to require the surrender of the same, and it shall be the duty of such peon to attach any salt remaining unsold which may be covered by such expired document.

12. The several golah darogahs shall keep an account of all sales of salt, and register of chars issued by them, according to such form as shall be prescribed by the salt agent, and the rate at which salt is authorized to be sold at each golah, on account of Government, shall be always affixed for public information, at some conspicuous part of the golah, under the official seal and signature of the salt agent.

13. All salt exceeding the quantity of 10 seers, found stored, or in transit, within the limits of the Mogulbundee of Cuttack, and which may not be covered by the prescribed sudder rowannah or char of a golah darogah, or rowannahdar, shall be held contraband, and will be liable to attachment and confiscation.

14. Salt in possession of a wholesale or retail dealer, or other person, exceeding the quantity above specified, shall always be kept in one heap, in some part of the dwelling, warehouse, or other place in which it may be stored, which may be readily accessible to the officers of Government and open to public view; but it shall not be necessary that any salt be addulled, except salt purchased by wholesale dealers (rowannahdars), as prescribed by the 5th article of these Rules.

15. No char or pass shall be required for any salt in possession of any individual for domestic use, not exceeding 10 seers of 82 s^{a}. w^{t}., but any attempt to smuggle or to carry on illicit dealings under this exemption, by dividing a large despatch of salt into small quantities or otherwise, will subject the whole to attachment and confiscation.

16. The darogahs of sale, golahs, and all officers employed in the salt department, the darogahs of police, and generally all other native officers of Government, of whatever description, employed within the district of Cuttack, are specially enjoined to assist in suppressing the illicit sale, purchase, transportation, or possession of salt, by seizure of the same, or by giving immediate information, in the manner, and under the rules, prescribed by section 44, Regulation X, 1819.

Special Rules for Regulating the Sale, Possession, and Transport of Salt, within the Local Limits of the Chowkeys established in the borders of the Manufacturing aurungs.

17. The local limits of the line of salt chowkeys established on the borders of the manufacturing aurungs shall be accurately defined, and a specification of the villages to be comprised within the limits of each chowkey control shall be prepared, and a copy thereof, attested by the official seal and signature of the salt agent, shall be always affixed, for public information, at some conspicuous part of the chowkey, secure from injury by the weather.

18. No town or village shall be included within such chowkey limits which may be situated at a greater distance than two coss or four miles from the limits of a manufacturing aurung.

19. Within the local limits so affixed and published no rowannah or char shall be current, with the exception hereafter specified, in regard to despatches of Government salt, neither shall any retail shop be established, or salt stored or carried by any individual, within the limits specified, exceeding the quantity of five seers; and any salt found stored, or in transit, within the said chowkey limits, exceeding that quantity (not being salt belonging to Government, and covered by the prescribed pass), will be liable to attachment and confiscation.

20. Despatches of salt from the aurungs, for the supply of the Government sale golahs in the interior of the district, shall be accompanied by a pass from the aurung darogah, and the chowkey darogah within whose limits such salt may pass will compare the same with the pass of the aurung darogah and, if correct, will certify the same on the back thereof, attested by his signature; but, should there be any excess, the chokey darogah will retain the same, forwarding an immediate report to the salt agent for his orders, and will allow the remainder of the despatch, corresponding with the quantity specified in the pass, to proceed on to its destination without delay.

21. Chowkey darogahs are prohibited from interference with khorakee salt not exceeding in quantity five seers, which may be found in possession of any molunghee, and contained as usual in a koondee, duly addulled; nor shall any Gachah salt in possession of molunghees be liable to attachment, but the chowkey officers are employed and enjoined to attach any salt which may be found in transit from the aurungs, whatever be the quantity, not being Gachah salt or Khorakee salt, addulled and contained in koondees, as above noticed.

22. It will be the special duty of the aurung chowkey darogahs vigilantly to prevent smuggling from the aurungs and (with the exception of Government salt duly protected) to attach any salt which may be found stored, or in transit, within their respective local limits, exceeding the quantity of five seers, uniformly reporting without delay to the salt agent, for his orders, all attachments which may be made by them under these rules.

23. To encourage a vigilant and active discharge of duty by the aurung chowkey darogahs, in the suppression of contraband dealings as well as to obviate any inconvenience to individuals, which might arise from the want of retail shops within the chowkey limits, the darogahs of aurung chowkeys shall be empowered to dispose of salt on account of Government, within their respective limits, in quantities not exceeding five seers, nor being less than one seer; the price of such salt shall be fixed at such reduced rate as may appear proper, with reference to the proximity of the manufacturing aurungs. The chowkey darogahs shall keep a registry of all sales and furnish accounts thereof to the salt agent, in such form and at such periods as shall be prescribed by that officer. All contraband saltat tached by them, and duly confiscated shall in like manner be sold, on account of Government, and such darogahs shall receive a commission of three per cent. on the amount of their respective monthly sales.

24. Aurung chowkey darogahs are not prohibited from proceeding into the interior of the district, for the purpose of attaching any contraband salt in transit, or, when duly authorized, may enter and search any dwelling-houses, warehouses, or premises, in which illicit salt may be alleged to be concealed, under the rules and restrictions contained in sections 60, 61, and 62, of Regulation X, 1819.

Special Rules for Regulating the Sale, Transport, and Possession of Salt within the limits of the Chowkeys established on the Frontier of the Hill Tributary Estates, and the Borders of Midnapore.

25. The local limits of the chowkeys established on the frontier of the Hill Tributary Estates and district of Midnapore shall be accurately defined by a specification of villages comprised therein, and published for general information, in the same manner as provided by articles the 16th and 17th of these Rules, in regard to the aurung chowkeys, but no town or village shall be included within the limits of such chowkey control, which may be situated at a greater distance than two coss or four miles from the frontier of the Hill Estates, or the boundary of the Midnapore district, unless, with reference to local circumstances and facilities afforded thereby to illicit dealings, it shall appear expedient to extend the limits of the control of any particular frontier chowkeys.

26. Within the prescribed chowkey limits no salt should be stored, or possessed, by any salt merchants or other individual (not being an officer of Government) exceeding in quantity 20 maunds, and any salt found stored, or in transit, within the limits in question, exceeding the quantity above stated (not being destined for the Hill Estates and covered by a Gurjaut rowannah), will be liable to attachment and confiscation.

27. In like manner any salt which may be found stored, or in transit, within the said limits, exceeding in quantity 10 seers and being less than 20 maunds, which shall not be covered by a char of a rowannahdar or golah darogah, will be held to be contraband, and will be liable to attachment and confiscation.

28. No salt shall be permitted to pass into the Hill Estates unless covered by a Gurjaut rowannah, and any salt found within the frontier chowkey limits, in transit into those estates, not so protected shall be attached and confiscated. Salt found in transit towards the frontier of those estates, under cover of a Mogulbundee pass, and not proceeding in the direct road to the place of its destination specified therein, will be deemed liable to attachment, although it shall not have actually entered the limits of the Hill Estates.

29. The chowkey darogahs will compare all salt proceeding into the Gurjant Estates with the rowannah accompanying the same, and if there shall not appear to be any excess, clearly manifesting a fraudulent intent, the darogah shall pass the salt and certify the same on the back of the rowannah, which document is to be forthwith returned by the darogah, or the peon which may accompany it to the office whence it may have been issued. But if the quantity of salt shall materially exceed that specified on the rowannah the whole shall be attached.

30. All attachments of salt which may be made under the foregoing Rules, by any frontier chowkey darogah, shall be reported without delay, for the orders of the local superintendent of the frontier chowkeys. And the frontier chowkey darogahs are empowered, in like manner with the aurung chowkey darogahs, to seize contraband salt in transit, though not being within the local limits of their respective chowkeys, and likewise to search any dwelling, warehouse, or premises, where illicit salt may be alleged to be stored, subject always to the rules and restrictions prescribed by the Regulations.

31. No shop for the sale of salt shall be established within any part of the mogulbundee of Cuttack, within the distance of two coss or four miles, from the Soobunreeka river, being the boundary of the district of Midnapore.

Remarks.
The limitation to 10 seers is intended to obviate the necessity of granting passes, and increasing the number of salt documents in circulation, while it sufficiently provides for the supply of salt to individuals requisite for domestic use.

32. The establishment of Government sale golahs near the frontier of certain of the Hill Tributary Estates being liable to objection, the frontier chowkey darogahs will be empowered, whenever it may appear necessary to the convenience of the inhabitants, to dispose of salt on account of Government in quantities not being less than 1 seer, nor more than 10 seers, to one person at a time, and for which quantity no pass is required; the darogah empowered to sell salt shall be supplied from time to time in quantities not exceeding maunds 50, from the nearest aurung or sale golahs, granting their receipts for the same, and they will be held responsible for any deficiency for which they may not furnish a satisfactory explanation. A commission of 3 per cent. upon the amount of their respective monthly sales will be allowed the darogahs, and those officers will keep an account of all sales, and prepare and transmit the same in such form as shall be required by the salt agent to be forwarded with their monthly accounts of seizures, through the officer to whose authority they may be immediately subject; and all contraband salt attached by the frontier darogahs and duly confiscated shall, in like manner, be disposed of by them on account of Government.

Special Rule for the Supply of the Tributary Estates of Mohurbunge and Neelghur with Salt, and for preventing Cuttack Salt being conveyed to Bengal and Behar, under rowannahs for those Estates:—

33. Salt merchants purchasing salt at the sale golah at Balasore, under rowannahs, either for Mohurbunge or Neelghur, shall be required to furnish a certificate from the rajah of the estate to which the salt is destined, or his authorized agent at Balasore, that such salt is *bonâ fide* for the supply of his estate; and no larger quantity of salt shall be sold at the established golah price in one year, under Mohurbunge and Neelghur rowannahs, than maunds 15,000 for the former, and maunds 5,000 for the latter estate. Merchants desirous of purchasing salt under Mohurbunge or Neelghur rowannahs in excess of the quantity above specified, shall obtain the same at such enhanced price as shall be fixed, and from such purchasers no certificate shall be required in regard to the destination of the salt.

Enclosure A.—No. 1.

Form of Rowannah to be granted for Salt destined for the Supply of the Hill Tributary Estates of Cuttack.

Rowannah No.—for maunds 100 of pungah salt, of golah Balasore, granted to Ram Sahoo, Boparee, inhabitant of Hurreehurpore, of Pergunnah Oolaus, to be disposed of at Burripuddah, in the zemindaree of Mohurbunge. This rowannah is to be current for the period of 15 days from this date. The aforesaid Boparree is required to convey the salt within the above period to the limits of the mogulbundee of Cuttack, and shall not dispose of any part thereof within the mogulbundee, nor convey it across the Soobunreeka river, or into Singbhoom, or other place situated beyond the western limits of the tributary estates of Cuttack, or into the territories of Ganjam. This rowannah to be returned within the period prescribed to the office whence it is issued, and any violation of the conditions hereof will subject the salt to confiscation.

Enclosure A.—No. 2.

Form of Rowannah to be granted for Salt destined for the territories of Sumbhulpore, or Singbhoom.

Rowannah No. — for maunds 500 of pungah salt of golah Cuttack, granted to Ram Sahoo, Boparree, inhabitant of Sumbhulpore. The aforesaid Boparree is hereby required to convey the salt specified in this rowannah from Cuttack to the western limits of the Hill Tributary Estates, by the direct road of the Burmool Pass; in the event of deviation the salt will be liable to confiscation.

Enclosure A.—No. 3.

Form of Rowannah to be granted to Purchasers of Salt exceeding the quantity of 20 maunds, for Sale and Consumption within the Mogulbundee.

Rowannah No. — for maunds 50 of pungah salt, deliverable from golah ——, granted to (name), inhabitant of (place), to be disposed of at (place), within the mogulbundee of Cuttack. The rowannahdar is hereby required to convey the salt by the high road direct to the place of its destination, and there to store, and keep it constantly in one heap, in a place exposed to public view, until the whole shall be sold, being careful not to efface the stamp to be affixed thereon. The rowannahdar shall not dispose of the salt in larger quantities than maunds 20 at one time to one individual; he shall keep the rowannah always with the salt, and shall write off all sales on the back thereof, specifying the name and place of residence of the purchaser, the date of sale, and the quantity sold; and he shall grant to the purchaser of any salt exceeding 20 seers a corresponding char, under his signature, specifying, in addition to the above particulars, the number of this rowannah, and the unexpired period of its currency, to which period the currency of such chars is limited. This rowannah shall be current for a period of 50 days from this date, and shall then be returned to the office whence issued, or as soon as the whole of the salt covered hereby shall be disposed of. In the event of the whole of the salt not having been disposed of on, or before, the expiration of the period of currency, the rowannahdar will be entitled, on application to the sudder office, to obtain such extension of period as shall be necessary. No part of the salt shall be conveyed across the Soobunreeka river, or beyond the limits of the mogulbundee; and any violation of the conditions hereof will subject the salt to confiscation.

Enclosure A.—No. 4.

Form of Char-chittee to be granted to Retail Dealers by Golah Darogahs.

Char No. — for maunds 20 of pungah salt, from golah (name), granted to (name), Boparree, inhabitant of (place), to be disposed of within the mogulbundee of Cuttack. The aforesaid Boparree is required to convey the salt to its place of destination by the high road, and there to store it in one heap in a place exposed to public view. He is not to dispose of the said salt in larger quantities than 20 seers of 82 sa. wt. to one individual, and will keep a correct account of his daily sales upon the tarputters annexed; he will constantly keep this char with the salt until the expiration of the period of its currency, being 60 days from the present date, on or before which this char is to be returned with the tarputter account, to the golah darogah, by whom it was issued. In the event of the period of currency having expired before the whole of the salt shall have been disposed of, the holder of the char shall be entitled to obtain an extension of period, on application to the golah darogah, to whom this char, with the account of sales attached, must at the same time be produced for inspection. The salt shall not be conveyed across the Soobunreeka river, or beyond the limits of the mogulbundee; and any violation of these conditions will subject the salt to confiscation.

APPENDIX D.

Reports of Parliamentary Committees.

No. 1.—Extract from the fifth Report from the Select Committee on the affairs of the East India Company, printed by order of the House of Commons, dated July 28, 1812.

No. 2.—Extract of the Report from the Select Committee of the House of Commons on the affairs of the East India Company, dated August 16, 1832.

No. 3.—Report of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, dated August 2, 1836.

Appendix D.—No. 1.

Extract from the fifth Report from the Select Committee on the affairs of the East India Company, printed by order of the House of Commons, dated July 28, 1812.

Your Committee will next proceed to notice the reforms introduced into the rules established for securing the Company a revenue derivable from the monopoly of salt, and for improving the condition of the natives employed in the manufacture of that article.

The salt with which the inhabitants of the populous provinces of Bengal and Behar are supplied, is obtained from the earth found impregnated with sea salt at the mouths of the Ganges, in the tracts contained between Balasore and Chittagong. On the acquisition of the Dewanny, the inland trade in salt, betel nut, and tobacco was vested in an exclusive Company, for the benefit of the European servants, who enjoyed the profits of the concern in lieu of salary. The regulations of the 3rd of September, 1766, fixed the price at which salt should be sold in lots to the natives, at two hundred rupees per hundred maunds; and prohibited the sale of it on these terms to any but the natives. Other restrictions, calculated to secure the natives from the injurious effects of a monopoly, were likewise introduced, which lasted till the January following, when the Society, above mentioned, of trade was abolished by orders from the Court of Directors; but, owing to the time necessary to terminate the contracts which had been entered into for the supply of salt, this society was not finally put an end to till October, 1768. The advantage to the Government had been a duty of 50 per cent. on the value of the salt manufactured, which, together with 15 per cent. on betel, was estimated to produce an annual revenue of 12 or 13 lacs of rupees. On the abolition of the Society of Trade, the manufacture appears to have been thrown open to the native merchants, who might employ the manufacturers; and to such of the zemindars as by their situations possessed the convenience, and by their sunnuds the right, of making salt within their limits; but restrictions were still imposed, to prevent the opulent natives from entering into combinations for the purpose of monopolizing the sale of salt in the interior, and from oppressing the manufacturers.

In the year 1772, it was determined — 1st. "That the salt in every part of the province should be on the same footing; 2nd. That the salt should be made for the Company; 3rd. That the khullaries or manufactories in each district should be let in farm for five years." By the conditions of the farm, a certain quantity of salt was to be delivered at a stipulated price, which was then to be dealt out at a fixed price to the native conductors of the inland trade, who had agreed beforehand to aid the farmers by advance of money for the payment of the labourers, or lower classes of manufacturers.

In July 1777, the practice of farming the mahals, or manufactories, was continued; but the salt produced was left to the farmer's disposal.

As the revenue accruing to the Company up to this time, from the manufacture of salt, did not appear equal to what might, under a more judicious management, be derived from it, a new system was introduced in September

1780, "for the provision of salt by agency, under which all the salt of the provinces was to be manufactured for the Company, and sold for ready money, at moderate fixed rates, to be ascertained and published at the beginning of every season by the Governor-General and Council." The European agents employed in this department were restricted by oath to their avowed allowances; but, exclusive of a salary, they were allowed a commission of 10 per cent. on the profit which should accrue to the Company under their management; and, by public advertisement, the manufacturers of salt were required to place themselves under their direction. This plan was strenuously opposed in Council; but the result appears to have justified the expectations formed by the Governor-General, Mr. Hastings, who proposed its introduction; for the net average amount of revenue brought to account in the first three years following the new mode of management, was 40,00,500 sicca rupees, or £464,060 sterling, and 45,03,900 sicca rupees, or £522,453 sterling.

The regulations introduced by Lord Cornwallis do not alter the general plan of the monopoly as above introduced, but are calculated to remove all compulsion from the manufacturers, and to guard them from the impositions of the intermediate native agents, standing between the covenanted European servants of the Company and the labourers in the manufactory. Your Committee have the satisfaction of observing that under these rules the revenue derived from salt has largely increased, and that the net advantage to the Company, from this and improved sales, has risen to 1,17,25,700 sicca rupees, or £1,360,180 sterling, on an average of the last three years.

Appendix D.—No. 2.

Extract of the Report from the Select Committee of the House of Commons on the affairs of the East India Company, dated August 16, 1832.

Salt Monopoly.

The manufacture and original sale of salt are, in Madras and the lower provinces of Bengal, held as a Government monopoly, for the purpose of raising a revenue applicable to the public service.

Salt in Bengal is publicly disposed of by auction, at sales held monthly. The price at which salt has been sold, on an average of three years, amounted to 4 rs. 8 pies per maund of 82 lbs. 2 oz. 2 drs., corresponding to 12s. 9*d.* sterling per cwt. This price is about 288 per cent. above the original costs and charges. In Madras, salt is sold at a fixed price, which does not exceed one-fourth of the average price at Bengal, but the rate of profit is, nevertheless, somewhat higher, inasmuch as the cost of production is, comparatively, small.

The average amount of net revenue from these sources during three years does not exceed £1,600,000; an amount which your Committee conclude is too large to be given up, and which they have no reason to think could be commuted for any other tax less onerous to the inhabitants.

As a substitute for the existing monopoly, two other modes of collecting revenue on salt necessarily suggest themselves: an excise duty on salt manufactured within the Bengal provinces, and a duty on importation.

The collection of an excise duty on salt manufactured for private account would not be easily carried into effect, in consequence of the expense and difficulty of establishing an efficient superintendence, and it has been stated that Bengal might obtain a cheaper supply of salt by importation from the coasts of Coromandel and Malabar, Ceylon, the Gulf of Persia, and even Great Britain, than by any system of home manufacture.

As the manufacture of salt by private individuals would thus endanger the security of the revenue, it does not appear expedient to interfere with the existing regulations on that head; but it is desirable to adopt means for encouraging a supply of salt by importation, in lieu of the manufacture by the Government.

As it would be very inexpedient at once to abandon the home manufacture, and as it is doubtful whether a large supply of imported salt could be relied on from individual enterprise while that manufacture continues, and the price consequently remains under the control of the Government, it is desirable that they should, in the first instance, contract for the delivery of salt, by advertisement, into the public warehouses of the port of Calcutta, at a certain price per ton.

It is to be hoped that, under this system, the home manufacture might be

gradually diminished, beginning in those districts in which the cost of production, and loss of human life is the greatest, until so large a proportion of the consumption shall be supplied from abroad, that it might be safe to permit the free import of salt under a Custom Duty, the Government sanctioning the manufacture in such districts only (if any such there might be) where it could then be profitably carried on.

Your Committee trust that, under such an arrangement, a material reduction might be effected in the price of salt, which would prove of the greatest advantage to the native population of India, to whom a cheap supply of this necessary of life is of the utmost importance.

Appendix D.—No. 3.

Report of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, dated August 2, 1836.

The Select Committee appointed to inquire into the supply of salt for British India have considered the matters to them referred, and agreed to the following Report.

Your Committee having carefully considered the evidence which has been brought before them, both oral and documentary, are of opinion, that the evils usually incident to a Government monopoly in a great article of consumption, are not wanting in the working of the salt monopoly in India; and they have not been convinced, by any evidence which has been submitted to their consideration, that the same amount of income which has been hitherto derived from the monopoly might not be collected with equal security to the revenue, and great advantage to the consumer, and to commerce, under a combined system of Customs and Excise.

Aware, however, that the safety of such a change must, in a great degree, depend upon local circumstances, of which they may not be in full possession, and unwilling to recommend any measure which might possibly endanger any portion of the revenue; in deference also to high Indian authorities, who dispute the practicability of a system of excise in that country, your Committee are not prepared to go further at present on that point than to call upon the Government to give to it the most serious and early attention.

They submit, however, with confidence, the following recommendations.

That the Government do abolish the system of public periodical sales, and do keep their golahs at all times open for the sale of salt, at the cost price, in quantities not less than 100 maunds, the purchaser to pay, in addition, a fixed duty on removing the salt from the golahs.

That salt manufactured in any country, other than the districts subject to the Bengal monopoly, may be imported into Calcutta, and may be sold at such times as the proprietors may please, in quantities not less than 100 maunds, and that such salt, on being removed, do pay the same duty as that sold by the East India Company, and no other duty or charge whatever, except a fair and reasonable rent on such salt as may have been bonded.

That the duty to be imposed, shall be fixed at the lowest rate consistent with the maintenance of the revenue, and not exceeding the average rate of the net profit of the Company's monopoly for the last 10 years.

If these recommendations are fully and fairly carried out, they will, in the opinion of your Committee, reduce the monopoly of the Company to one solely of manufacture, and destroy the sub-monopolies which have necessarily accompanied the existing system. The difficulties which have hitherto stood in the way of a fair competition, between native and imported salt being thus removed, they hope that a wholesome and important trade from Madras and Ceylon may be encouraged, and that British commerce may be no longer shut out from the advantage of conveying a cheap, good, and bulky article of British produce to a distant portion of the globe.

Your Committee cannot conclude without expressing their conviction, that, however modified the monopoly may be, the evils of the system can never be totally eradicated but by its extinction; and entertaining a strong opinion, that both the interests of the consumer and the revenue will ultimately be best secured by a considerable reduction of the duty, under a system of free competition, they repeat the expression of their hope, that the Government will not neglect to give their early and serious attention to this important subject.

APPENDIX E.

A Collection of Papers containing Evidence and Opinions in favour of the Retention of the Monopoly, and against the substitution of a system of Excise upon the Manufacture.

Parliamentary Papers.

No. 1.—Extract from Minutes of Evidence taken before the Select Committee of the House of Lords, in the year 1830.

Extracts from the Evidence of the Honourable Andrew Ramsay.

No. 2.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on the affairs of the East India Company, in the year 1832.

Extracts from the Evidence of H. St. George Tucker, Esquire.
Extracts from the Evidence of Holt Mackenzie, Esquire.
Extracts from the Evidence of W. B. Bayley, Esquire.
Extracts from the Evidence of James Mill, Esquire.

No. 3.—Extracts from Letters in reply to a Letter in the Revenue Department, dated January 17, 1832, circulated by the Commissioners for the Affairs of India.

From James Mill, Esquire.
From the Right Honourable Holt Mackenzie.

No. 4.—Extract from Minutes of Evidence taken before the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India in 1836.

Extracts from the Evidence of Thomas Love Peacock, Esquire.

No. 5.—Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India in 1836.

Extracts of a Letter from the Salt Board to Government, dated August 28, 1833. Appendix No. 5, page 354.

No. 6.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian Territories in 1853.

Extracts from the Evidence of F. W. Prideaux, Esquire.
Extracts from the Evidence of T. L. Peacock, Esquire.

Official Papers.

No. 7.—Extract from the Remarks of the Bengal Board of Customs, Salt and Opium, on Mr. Trevelyan's Report upon the Inland Customs and Town Duties, 1834.

No. 8.—Minute by H. M. Parker, Esquire, Junior Member of the Board of Customs, Salt and Opium, dated November 2, 1835.

Enclosures.

No. 1.—Extract from a Letter addressed by the Board of Customs, Salt and Opium, to Government, on November 19, 1834.

No. 2.—Abstract Translation of a Petition from Nedheeram Mundle and others (150 in number) Molunghees of Aurungs Midunmul, Gurghatta, Mooragatcha, Choramul, Calcutta, Pygatty, and Bullandah, in 24 Pergunnahs, to the Board of Customs, Salt and Opium, dated, Bhadru 19, 1242, B.S.

Appendix E.—No. 1.

Extract from Minutes of Evidence taken before the Select Committee of the House of Lords, in the year 1830.

Extracts from the Evidence of the Honourable Andrew Ramsay, (late in Commercial, Salt and Revenue Departments, in Bengal).

3467. Do you conceive it would be impossible to abolish the monopoly, and substitute an excise duty on the manufacture, combined with a custom duty on the importation?

I think it would be very dangerous to do it, and it would require some time to prepare the natives for such an alteration.

3468. What do you foresee to be the difficulties?

That it might have an effect on the supplies of salt in the interior, and the difficulty of defining who should have the salt lands; they are possessed by zemindars generally as their property, so that if the Company were to give up the monopoly, the land would fall into the possession of men who would have the sole power of making salt; and in the district where I was, the lands were generally possessed by two people, the Rajah of Tumlook, and the Rajah of Mysadul. I paid a sum every month to those people of about five or six thousand rupees, as a remuneration for the lands that were appropriated to the salt manufacture.

3469. Do you conceive any other difficulty would arise to the imposition of such a duty than that of framing proper regulations?

The supply would be at first very uncertain, and as the natives do not complain of the monopoly I conceive it would be a very dangerous experiment to try; the monopoly would fall into the hands of some persons.

3470. You say that salt might be manufactured anywhere?

Yes; but of course the earth produces very little, and the salt is not so good, and it would be only the poorest class of natives who would think of taking that trouble; probably it would be difficult for them to get a supply in time, if any sudden change was made in the monopoly.

3471. Do you ascribe the principal difficulty to the abruptness of the change, rather than its being in the end nearly impracticable?

I do not think it is impracticable at all.

3474. Would there be greater danger of adulteration in the event of the monopoly of the Company ceasing?

I think there would be very great danger, it increases the danger if the manufacture rests with individuals.

Appendix E.—No. 2.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on the affairs of the East India Company, in the year 1832. Volume VI, Report and Evidence, Part III, Revenue.

Extracts from the Evidence of H. St. George Tucker, Esq.

568. Is it your opinion that manufacture of salt, as conducted under the Bengal monopoly, is more expensive than it would be conducted by private manufacturers?

I should doubt it very much; it is impossible for me to say what private agency and individual ingenuity may effect; but my belief is, that our manufacture is conducted with great prudence and economy. I have not been able to make the comparison with any

manufacture tried by individuals, and therefore I will not go so far as to say that individuals may not be more successful than the agents of the Company in producing the article at a cheap rate; but my belief is that great attention is paid by the Company's servants to the manufacture, and that it is produced as economically as circumstances will permit.

569. Do you not conceive that the salt establishments maintained by the Company for that manufacture are upon a more extensive scale than might be necessary for conducting the manufacture under private management?

The only establishments are the public servants, whose agency is considered necessary to conduct and superintend the manufacture. The principal European officer is paid by commission, whether that commission exceeds the profit which a private individual would be content with I cannot undertake to say.

586. Will you turn your attention for a moment to the question I am about to propose to your consideration? Suppose for a moment that the Company were to lay aside, in the matter of salt, their character of merchants, and were neither to buy nor to sell salt, but were to leave the dealing in salt to such merchants as might be disposed to undertake it; suppose that their whole attention was directed, as Governors, to raise by taxation the largest revenue they could secure from salt, whether made or imported; suppose that on all salt made in Bengal an excise duty should be charged and levied, under regulations which should be sufficient to secure the duty, founded upon similar principles to those which were established in England for securing the revenue here; supposing, with reference to all salt to be introduced by sea, whether from Malabar or from the Coast of Coromandel, or whether from England, a fixed customs duty should be taken, do you think that, under such a system of regulations, the revenue to the Indian Government might be effectually secured, and as large an amount as is at present collected; and do you think that the supply to the inhabitants of Bengal might be enlarged and improved?

That is a very comprehensive question, in fact it embraces many objects. I can only state, generally, that the substitution of an excise for that profit which we now obtain by means of the monopoly, would be expensive and extremely vexatious. If the supply to the consumer could be furnished wholly by importation, we might fix a very high import duty as a substitute for the monopoly profit; but all high duties are liable to be evaded by smuggling, and I should very much doubt whether, in the case of our succeeding in substituting salt by importation for the salt at present manufactured at home, we could, by means of the import duty, derive the same revenue. The Committee will be pleased to observe, that the Bengal salt is manufactured within narrow limits; that the monopoly profit may be considered as something approaching in effect to an excise duty, an excise duty levied, I may say, at the place of manufacture on the whole consumption. If we waited until the salt was spread over the country, and then levied an excise or a duty upon transit, we could not effect that object without an expensive establishment, nor without rendering the tax, in my opinion, extremely vexatious to the people.

587. The Committee, from documents which they have been enabled to have recourse to, have reason to believe that the contract price of salt which is paid by the Bengal Government, is generally 1*s.* 2*d.* the bushel; that there are other charges which generally raise the cost of the salt to them to about 1*s.* 6*d.* a bushel. It appears that the average estimated selling price from the Government warehouses is about 5*s.* 3*d.* per bushel, so that the tax, or the profit to the Government, may be estimated at something less than 4*s.* per bushel, which is equal to a duty of about 270 per cent. Now, supposing that the principles upon which our excise duty upon salt, which was infinitely higher, were regulated, were applied to the salt factories in Bengal, where in your opinion would be the difficulty in charging on the salt introduced into the golahs a duty of 2*s.* 6*d.*, always supposing that that class of officers which are now found efficient to prevent smuggling under the present regulations, would be equally efficient to prevent smuggling under those regulations, without the possibility of their being more costly under the new system than they are under the old one; and supposing only that the duty on salt introduced into the golahs was not to be paid until the salt is carried out by the merchant for consumption, and that no persons were permitted to trade in it but those who could give security that the duty should be paid; under such regulations, could there be, by possibility, a greater difficulty in ensuring the amount of duty, which we suppose to be 270 per cent., in the one case than in the other: that is, under the suggested regulations and those that now exist.

If the monopoly were abandoned, and the manufacture of salt were left to private individuals, it appears to me that it would be extremely difficult to levy a duty, in the shape of an excise, commensurate with the present profit of the monopoly. There is a great temptation to evade all high duties, and there would be facilities, I think, sufficient to enable private manufacturers and dealers to supply a portion, and no inconsiderable portion, of the consumption by evading the duty.

588. The facilities, what would they be?

The local consumers of the district in which the manufacture takes place would, I have no doubt, evade the duty very generally, and I believe that at present, to a certain extent, it is evaded; but my opinion is, that there would be an illicit manufacture and exportation from those districts, under such a system, to an extent materially injurious to the revenue. I cannot well imagine any checks which could be well imposed on the manufacturers and dealers sufficient to secure the application of the duty to the whole manufacture. At present the whole manufacture is in our hands, and our monopoly profit is derived from nearly the whole manufacture: under a system of private management, my apprehension is, that no inconsiderable quantity would escape the tax.

589. Under the regulations that were established in England, all persons were prevented arbitrarily from making salt who did not enter their premises, and obtain permission from the excise to do so; would there be any difficulty whatever in applying such a regulation in Bengal, and would not such a regulation as effectually prevent the clandestine manufacture of salt as the regulations which exist at present, and which are described by you as effectually accomplishing that object?

I am not sufficiently acquainted with the excise regulations of this country to be able to say how far they could be applied with effect to the manufacture of salt in Bengal; but my belief is, that any excise regulations which could well be introduced into Bengal would be liable to be evaded, and that they would generally operate vexatiously on the people.

590. Can you point out in what way they would be likely to operate vexatiously to the people?

My opinion is, that the people of India ought to be exposed as little as possible to the interference of revenue officers of any description.

591. Is it possible that any interference can exceed the interference which is applied to the manufacturers of salt at present in Bengal? Are they not under restrictions as absolute, in order to secure the monopoly, as they could be placed under, in order to secure the revenue?

The manufacture of salt is at present under the Government officers, the Government agents, and servants.

592. If the change that has been suggested took place, would it not still continue under Government officers, and agents, and servants?

That would depend on the nature of the system which it may be proposed to introduce in substitution for the existing system. I suppose the question to assume, that the manufacture is made free to any persons who may choose to engage on it. Supposing the manufacture to be conducted by individuals, you must have a host of revenue officers to superintend their transactions and concerns; at present the Government employ the molunghees, who are the labourers in producing the salt. Their condition, as I have before stated, may not be such as is desirable; but by substituting private agency I do not know that their condition would be improved.

593. There was no idea when the question was suggested to your consideration, that any individual who liked to embark in the trade might be permitted to do so; but the idea that was suggested to you was, that no person should be permitted to make salt who did not point out the premises on which he was desirous of making it, in such a way that Government might be satisfied that they could be surveyed and properly looked after. The idea was, also, that a licence should be obtained for making the salt, and that the manufacture should be carried on under the same sort of guard or superintendence that is now applied to the manufacturers who make by contract for the Company; the idea also was, that no person should be permitted, although a private manufacturer, to sell salt without having, in the first place, conveyed it into the Government golahs, as a security for the duty: that no sale should take place at the place of manufacture, but that in every instance all the salt made should be carried into Government warehouses, in the same way as the Government salt imported would be, if it were warehoused for the security of the duty, but that the duty should be collected from the merchants at the time they effected their private sale, to the dealers who are to transport it over the country. If these objects could be secured, would not a great part of the difficulties you have mentioned be remedied?

I believe I understand the question: it seems to me to be this, that individuals under licence should be allowed freely to manufacture salt, under the obligation that it should be deposited in the public golahs or warehouses, where it would be subjected to an excise. My belief is, that smuggling would take place between the period of manufacture and place of manufacture, and the period of its being so deposited in the public golahs, therefore we could not apply the tax to the whole quantity produced. The plan would seem to me to resolve itself into a change of agency merely, as regards the manufacture, and I very much doubt whether that change of agency would produce any benefit, either in regard to the price or cost of the article, or in regard to the well-being of the parties whose labour is employed in producing the article.

594. Be so good as to state why you think that the present force of chowkeys, who are at present capable of preventing the smuggling under the present system, should not be equally capable of preventing it in the system under consideration?

The same chowkeys, in either case, would be equally efficient in preventing smuggling from the salt districts; but if we put the manufacture out of our hands into private hands, the individual manufacturers will have means and facilities of supplying, at all events, the consumption of the salt districts: and they will have, I think, greater means even of smuggling for the supply of the country more generally.

595. Do not Government in point of fact agree to give a contract price, so much per maund, for all the salt made now; is not that the case?

Yes; they arrange at the commencement of the season, with the manufacturers for estimated quantities at particular prices.

596. In what sense then, can it be said that the present manufacturers of salt, are not manufacturers supplying you on contracts?

They are manufacturers certainly, but manufacturers under the superintendence and agency of the public servants.

597. Why then would not you be equally secure, if the salt was made by private manufacturers, under the superintendence of Government officers, who should be called excise officers instead of salt agents, instead of monopoly agents call them excise officers; where is the shadow of difference?

I supposed when this projected system was mentioned, that it was proposed to consign the manufacture either to the zemindars or to large capitalists; if all the change intended be, that the molunghees shall manufacture the salt and deposit that salt in the district golahs, the change appears to me to be nominal, as far as the first process is concerned.

598. There must of course be a new mercantile capital introduced, instead of the mercantile capital which is now furnished by the Company; somebody must appear in the character of the manufacturer or merchant; but still the question always supposes, that whoever was employed, rich or poor, he would be under the surveillance of the Government, and it does not occur to me to put the question to you, that you would have more difficulty in controlling a wealthy individual than a poor molunghee?

But the wealthy individual would have better means of smuggling than the poor molunghee, as I understand the idea which has been thrown out.

599. Do you entertain any doubt, that under such a system as has been suggested to you, a fair competition of commercial capital would ensure to the individual consumers a delivery of salt at a much lower price, as compared with the cost price and the duty, than they obtain it now, when a sort of second monopoly arises between the monopoly of the Company and the consumer, by its passing into the hands of wealthy merchants?

The Government duty constitutes the great element in the price to the consumer. Whether private agency could introduce the article on cheaper terms than the present Government agency, I cannot undertake to say; but it does not appear to me that, by introducing and substituting private agency in the manufacture, any material change would take place in regard to the price to the consumer, unless either the public duty were reduced, or unless the cost of production were diminished by means of such private agency.

608. In respect to the difficulty of substituting an excise superintendence for the present monopoly agency, is it not the case that the manufacture of salt in Bengal is necessarily confined to a particular district?

There are only particular situations in which salt can be produced; the districts must be within the influence of the tides. Salt is produced from the deposit made during the spring tides, therefore the manufacturing districts are confined to what may be considered the neighbourhood of the coast.

609. Well, that being the case, does it not therefore ensure the Government, under a change of system, against any difficulty which may arise from the diffusion of the manufacture over a very large extent of that territory, and the consequent difficulty of collecting the revenue over a very extensive surface?

The extent of line from Cuttack round by the Sunderbunds to Chittagong, is very considerable.

610. Therefore, if that were even placed under an excise, the superintendence would not be more extensive under the excise than it is under the agency?

Certainly not, if you mean (as we do at present), to leave the salt perfectly free from all further restriction as soon as it quits the salt districts.

611. If the excise control was confined to the manufacturers, and not to the consumption, the extent of territory would add no difficulty.

No; the extent of territory would be the same.

612. Are you aware at all of the nature of the present system at Bombay?

Not particularly; I believe the revenue there is collected by a custom-house or transit duty.

613. Are you not aware that the system at Bombay has been lately placed on the system of private manufacture under Government duty?

I believe it has; but the Bombay system can never produce a revenue on the same scale as the Bengal system, because I have already stated that it is impossible to collect a transit duty to the amount of 275 or 300 per cent., without it being generally evaded, every transit duty must be moderate.

614. In the evidence of Mr. Mill, in the Report of 1831, he describes the Bombay system thus:—"The mode of collecting the revenue is by an excise duty upon what is delivered; the system has been recently adopted, and Government have ceased to manufacture salt on their own account; and the mode of collecting is by an excise duty on the manufacture, and an equivalent duty on that which is imported." Is not that precisely the system which has been mentioned to you?

That is the system which you appear to have in view.

Extracts from the Evidence of Holt Mackenzie, Esq.

215. Do your observations apply to the manufacture of saltpetre, opium, sugar, salt, and other articles, as well as the purchase of silk?

The manufacture of opium and salt is conducted with a view to revenue, not trade. My opinion is, that of the suggested changes in regard to those articles, there is none that would not involve a large loss of revenue. In the salt department I do not think we

could, by means of an excise, collect the same amount of net revenue as is yielded by the public sales. On commercial principles I fully admit that there are strong objections to the existing system; but then comes the further question of the mode of raising the necessary revenue. On the whole, my impression is in favour of maintaining the existing system of monopoly with a view to the revenue. If the salt trade was open, I should at once hold it utterly absurd for the Company to trade in it.

1021. In the changes of system that may possibly take place in consequence of the termination of the Company's Charter, if it should be found desirable to change the system upon which the salt duty is now levied, which appears to the Committee to be rested upon a commercial basis, and to place it upon a more strictly financial foundation, do you think that a tax could be levied upon salt under regulations somewhat similar to those that prevailed in this country at the time that a very large duty was collected upon salt; do you think that the Government power, being what it might, taking possession of the salt and selling it on its own account, private merchants might be permitted to deal in it, provided only that all the salt that was manufactured and imported, should be carried into warehouses belonging to the Government, and not removed from those warehouses until either a duty was actually paid upon it, or a security given for the ultimate payment of a duty, to be charged according to the quantities received?

I have no doubt that a large duty might be collected in that way; but I should not think so large a revenue could be realized as we now get.

1023. In what way do you think the difficulty would arise?

I think chiefly from the character of the people, and the inaccessible nature of the country. It would be exceedingly difficult to control the manufacture without a very large establishment.

1024. Would not the establishment, which is now sufficiently large, and which is now found effectual in preventing smuggling, be equally efficient to prevent smuggling under the circumstances that the question suggested, supposing the system which prevailed in England and Scotland were adopted, that no person should be allowed to make salt, but persons whose premises were regularly pointed out, and ascertained, and watched?

I confess I doubt whether that system would answer. A large establishment would be a large expense, in addition to the cost of manufacture. It would involve much exaction and annoyance; and I believe that the circumstance of the manufacturers being in fact in the immediate employment of Government operates as a great check. As far, therefore, as I can judge, without having all the details of the plan to examine, it seems to me that the attempt to collect excise from such a number of people, scattered through the country as they would be, without the control which our agents exercise, would probably fail.

1025. The mode in which it was suggested by the question, that the duty should be charged and levied, was not so much by excise levy as by securing the delivery of the salt into Government bonded warehouses, and requiring a payment when the sale took place; that arrangement differs somewhat from a charge and levy of an excise duty, according to the more general mode in which those duties are levied?

I should think that if the manufacture was left sufficiently free to make it profitable for individuals to undertake it, the smuggling would very much increase. It seems to me that smuggling is very much prevented by the plan of exclusive manufacture now pursued, accompanied as it is by a system of rigid account and superintendence over the whole process. Even if we suppose that such a system of minute control over the manufacturer could, on the plan of free trade, be effectually enforced against individuals by an establishment equal to that now employed in conducting the manufacture, and in watching the produce, I should apprehend that individuals, if subjected to the checks to which the Government manufacturers are now subject, would find it impossible profitably to carry on the trade without a great enhancement of price, or what would be the same thing or worse for the revenue, without having recourse to smuggling. But I acknowledge that the objections I have stated are not so decisive as to dissuade from making the attempt of permitting a free manufacture on a limited scale in the first instance; and if we could get the salt supplied without a Government manufacture, it would, I conceive, be an improvement.

1026. You are probably aware that a superintendence similar to that which you now describe as existing in Bengal existed in England under regulations of the excise in the completest manner, and that the premises making salt were watched by the excise officers, who had the charge of factories, and had keys of all the factories in which the salt was locked up. You are probably aware also, that great frauds were not supposed to exist upon the revenue in those factories. Do you think that similar superintendence could be established in Bengal?

I am afraid not without giving occasion to great frauds, and in using the word excise, the idea in my mind was, that it would be necessary to have a system of checks, such as has been described; and in that case, adverting to local circumstances, I very much fear, from the nature of the country, the agency we have to employ, the number of manufactures, and the scattered position of the works, that such a system would not be successful. If the country were perfectly open and easily accessible, if large works were established, and especially if there were any considerable number of people to undertake and superintend the manufacture at all approaching to those whom I suppose to have been engaged in the occupation at home, it would be very feasible.

1032. In the case of the manufacture of salt being carried on in the Sunderbunds by private manufacturers, the Committee conclude that there would be no difficulty

in the molunghees being employed in the manufacture, as they are at present by the Government?

I should not apprehend any difficulty, though the change must probably take place gradually, because there would be a considerable capital to be employed.

Extracts from the Evidence of W. B. Bayley, Esq.

1646. Do you conceive that the monopoly of the Company has the effect of raising the price of salt, as it is now supplied to the consumer, very much above that at which it might be supplied by private manufacturers, supposing they were at liberty to conduct it.

I conceive there can be no doubt of it.

1650. What do you consider to be the quality of the salt when it reaches the consumer?

I consider it to be much adulterated, especially in the more distant parts of Behar and Bengal. It is notorious that it is frequently adulterated with dirt and impure salts.

1651. Does that take place after it is cleared from the Company's golahs?

Yes; and penalties are prescribed when such adulteration may be proved.

1654. Have you ever been able to arrive at any conclusion at all satisfactory to yourself, as to the practicability of substituting the private manufacture of salt for the monopoly?

I have not seen any scheme which struck me as calculated to effect the object consistently with the security of the revenue. The importation of Foreign salt from other countries, if it could be effected at a lower rate, and if that salt were equally acceptable to the people, might by means of a custom duty furnish an equal amount of revenue.

1656. Such a combination of the two systems being, as you conceive, impracticable, should you imagine that it would be possible to substitute within the territories of Bengal, for the Company's monopoly, a system of superintendence for the levying of a duty analogous to the excise duty which was imposed upon salt in England?

I think that there are very formidable objections to anything like an excise system in India. The want of integrity amongst the lower classes of natives, would, I think, defeat any plan the success of which depended on the employment of a large number of subordinate agents.

1657. Do you imagine that if the system were changed in the manner which has been described, it would require a more extensive agency, in order to secure the collection of such a duty upon the manufacture, than is required at present for the actual superintendence of the manufacture as an establishment of the Company?

It appears to me that it would.

1658. Will you explain in what manner?

At present all the public officers of Government, and especially those in and about the districts in which the salt is made, are bound by severe penalties to aid in suppressing the illicit sale, transit, and possession of salt, and are thus virtually employed in the maintenance of the monopoly. That could not be the case, I presume, under an excise system.

1659. Assuming that the same amount of establishment were maintained, the same number of persons employed, and persons of the same description employed, as are now necessary for the purpose of securing the monopoly, can you point out any circumstances which would render such an agency insufficient for the collection of a duty?

Supposing that the restrictions and penalties which are now applicable to zemindars and farmers, their agents and village officers, and molunghees, as well as to the servants of Government in every department, could be maintained and enforced as heretofore, and that the officers in the salt department could exercise the same judicial powers as are now vested in them, I do not immediately see why the collection of an excise duty might not be as efficient as the present system; but neither do I see what advantages are expected to result from the change.

1665. Would not a change in the system upon which that is carried on, by collecting the Government revenue by an excise duty, and letting all persons enter into the trade who would wish to do so, break down that which is described as a sub-monopoly?

I should think so, it appears to be the natural inference that it would do so. The security of the revenue is a different question.

1667. Provided only that the Government were no losers as to the amount of the revenue, do you entertain any doubt that it would be beneficial generally that they should get rid of the trading in salt, and leave that to the private manufacturers?

That being secured, I should say it would be better.

Extracts from the Evidence of James Mill, Esq.

3002. In what way would it be possible to levy a countervailing duty, if the present monopoly system was given up, do you believe the state of the country is such as to enable yon to collect an excise duty?

I am afraid there would be very great difficulty, great expense, great scope for abuse and smuggling.

3010. Why could not the same agencies which prevent smuggling now, prevent it under the excise system, and why might not an excise duty be collected?

At present the extent of agency is reduced by the limited space of the salt districts; a line of custom-houses goes round the salt districts, and by taking care that no salt gets without that line, you have done everything; the salt passes everywhere without any further inquiry or obstruction. I do not see how an excise duty could be levied with these advantages.

3011. Under an excise duty any person would be allowed to manufacture salt, on paying the duty?

Yes.

3012. Might you not have it more or less restricted?

Yes.

3013. Might you not allow other persons to do it on paying duties, and though that would require an increase of establishment, it would do so only in proportion as the increase of manufacture and the consumption of salt took place, would it not?

The manufacture in the case supposed, would be more distributed, and would often be carried on by individuals with small capital in a great number of little places, every one of which would have to be looked after. At present the concentration of the agencies is as great as posible, and I do not see how, if the manufacture was allowed to distribute and disperse itself ad libitum, it would not become a much more difficult thing to protect the revenue.

3014. Supposing you oblige the manufacturers to concentrate themselves within some space within which the Government manufacture is now carried on, there probably would be danger of combination and monopoly among them?

Monopoly, I think, would not be the greatest danger; but there would be great temptation to use all sorts of expedients to get the article furtively through the line of protection. The manufacturers themselves would have an interest in smuggling, and having a command of capital, would be more enabled to do it than the mere workmen employed by Government. Capital is very essential to smuggling; besides I do not see any advantage to be derived from private manufacture; I can think but of one good objection to the Government's manufacturing for itself, namely, that it manufactures at a great expense. If private manufacturers could bring salt to market at a less cost of production than Government, that would be so far an advantage; but I am not sure that such would be the case; for I believe the Government management in this matter is brought to great perfection, and it is certain that it has great advantages.

Appendix E.—No. 3.

Extracts from Letters in reply to a Letter in the Revenue Department, dated January 17, 1832, circulated by the Commissioners for the affairs of India.—See Inquiry of the Select Committee of the House of Commons in 1832. Volume VI. Report and Evidence, Part III, Revenue. Pages 389, 390, 432, to 434.

From James Mill, Esq.

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Whether the best mode of raising a revenue through the price of salt be that of a monopoly, is a controverted question, and one upon which, for want of decisive evidence, it is not easy to come to a satisfactory conclusion.

The mode to be compared with it is, that of allowing the free manufacture and free importation of salt, the manufacture subject to excise duties, the importation to custom duties.

In comparing the two modes the principal question to be solved is, in which of the two the difficulties of preventing smuggling would be the greatest.

Under the present system, when the manufacture is in the hands of Government exclusively, and limited to a few districts, and all importation is on account of Government, the difficulty of preventing smuggling seems to be reduced to its lowest terms.

What would be the increase of difficulty (for it seems clear there would be increase) in the case of free manufacture, can only be estimated by experienced and judicious men upon the spot.

The means necessary to be employed to overcome any very considerable difficulties in the prevention of smuggling are very undesirable; they are at once expensive, and apt to create great evils among the people.

To compensate these evils the only material advantage, I think, which any body can promise himself from the system of freedom is, the reduction of price which he may anticipate from this mode of supply, without diminishing the revenue of Government.

This would, no doubt, be a most desirable effect, if it be one which can be counted upon. But Government must be cautious of encountering the certain evils of a greater scope to smuggling, for an advantage which is doubtful in any considerable degree.

The present price to the customer may be considered as made up of two portions—First, the duty of Government; second, the prime cost of the article.

In what way is either of these to be reduced by the system of freedom?

It may be said that the rate of duty may be lowered, if the quantity sold is increased, and yet the amount of revenue remain the same.

On this, however, it is to be observed, that this result is equally attainable under the system of monopoly, because, if the quantity sold would be increased by lowering the price, it is only necessary now to augment the sales, so that, for this end, no change of system is required.

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It may be further said, that there would be an advantage to the community in opening this branch of manufacture to their industry.

This resolves itself into the question, whether the cost of production would be less in the hands of individuals than in the hands of Government? I consider that as doubtful at the least, because, though it may be true that Government operations are the reverse of economical, the want of economy is probably more than compensated in this very peculiar case, by unity of system, concert of operations, and more effectual application of power.

The result of this comparison seems to be in favour of the monopoly, unless the very name monopoly is considered a make-weight and a counterbalance to real and substantial advantages—advantages gained by it, not as an instrument of commerce, but of taxation, raising a great revenue through sale of salt.

From the Right Honourable Holt McKenzie.

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First, as to the price paid by Government for the salt manufactured in Bengal: it is, I apprehend, certain that in a Government manufacture there must be abuse, waste, and mismanagement; and I am far from supposing that more is not paid by the agents in Bengal than would be necessary to reimburse individuals under a plan of perfect freedom. This is a real and serious objection to the existing system, as to all monopolies. But so long as we require the revenue we cannot have perfect freedom; and I confess I doubt whether, under an excise establishment such as would be necessary to collect a heavy tax, so much would be gained on the score of economy as to act materially in favour of the consumer.

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As to the quality of the Bengal salt, I believe there has been no small misapprehension. It is spoken of as being produced by boiling "the dirty and slimy brine of pestiferous marshes." Now, more than half of the agency salt is produced in the populous and well-cultivated districts of Hidgellee and Tumlook. At the other agencies a large proportion of the produce is manufactured amidst, or closely adjoining to, cultivated land; and all of it, when delivered from the Government warehouses, is decidedly superior in quality to the bay salt of the Coromandel coast. The boiling, indeed, being effected in small pots supplied with clear brine, and skimmed from to time as impurities rise to the surface, struck me, when I saw the process, as peculiarly favourable to purity, though laborious and expensive in the use of fuel; and I am not aware that the notion (possibly an ignorant one) has been contradicted by an analysis.

The condition of the manufacturers has been made matter of complaint, but I believe that it will be found that they are now, and have long been, better off than other classes of the same rank, and that any suspension or reduction of the manufacture would be considered by them as a loss. That they are in a virtual state of slavery I consider to be a statement quite at variance with the fact, and the unhealthiness and danger of even the worst of the places in which they are employed has been much exaggerated, though it must, I fear, be allowed that the peasantry of the lower districts of Bengal are not generally healthy or long-lived. And the manufacturers in the Sunderbunds (a very small portion of the whole) share, in some degree, the risks from wild beasts that are encountered by the wood-cutters and the collectors of the produce of that wild region.

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I am far, however, from supposing that the present system of supply is the best that could be devised. On the contrary, though I believe a temporary loss of revenue would result from the measure; I am nevertheless in favour of the plan of keeping the Government warehouses, with a considerable stock in hand, open for the delivery of salt at a fixed price; and whatever profit the price so fixed may yield to Government should be taken as the standard of the duty levied on salt imported by sea. If this succeed, the next step would naturally be the permission to manufacture and sell, subject to a fixed tax.

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Although I do not think the monopoly is a matter of general complaint, and doubt the success of any attempt in India to introduce the excise, I should rejoice greatly if the Government could get wholly free of the manufacture, and could leave the market to be supplied by individuals, subject to the payment of a fixed tax. With this object indeed (and the gradual attainment of it should be always kept in view), it may perhaps be advisable, while the existing system is continued, to fix the minimum price at which the salt shall be sold by Government, since it seems to me that the main difficulty to which importers are now subject (supposing the rate of tax regulated by the average net profit on the public sales) is the danger lest when they shall have completed a speculation founded on the prices actually prevailing, they may find them artificially lowered by an extended supply at a reduced rate.

Appendix E.—No. 4.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to inquire into the supply of salt for British India, in 1836.

Extracts from the Evidence of Thomas Love Peacock, Esq., (Assistant Examiner of Correspondence, India House).

731. Answer * * * * * * Question 148 and the following, relative to the system of excise and customs which it is proposed to substitute for the present system of agency and sale. There is this great difference, in the first place, between the salt manufacture of India and the salt manufacture of England: the salt manufacture of England is concentrated and limited to a few spots, whereas in India it extends round the Bay of Bengal, from the Chilka Lake in Cuttack to the extreme end of Chittagong. * * * * *

If there were 120 excisemen in one village in Cheshire, I should like to know how many excisemen would be necessary round the Bay of Bengal.

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744. Do you consider that the English excise establishment, as it existed in this country, must have been more profligate and corrupt than the Bengal salt monopoly establishment, as it is described by the Board of Customs?—No, I do not make any charge against the establishment of the English excise system. I only speak of the concentration of the English manufacture, and the diffused nature of the India manufacture. Question 155 to Mr. Worthington is;—"Is it not more easy to watch works confined to a few pits' mouths than an extent of country studded over with salt-pits producing brine by evaporation?" The answer is, "The greater the extent the more numerous must be the excise; but I do not conceive that there is any greater difficulty with a proper number of excisemen than there would be with a few excisemen over a few works. Ours extended over a considerable district." The next question goes to the same purpose. "Even supposing you had a sufficient number of excisemen, does not the power of inspecting and controlling those excisemen form an important part of the question; is not that difficulty greatly increased in an extensive country, such as the case supposed?—The larger the number, of course the more efficient must be the controlling board." The English manufacture in one village required 120 excisemen. It would be a matter of computation how many would be required over so many places of manufacture and such a vast extent of country.

745. Would there be more excisemen required for collecting the revenue as an excise, than are now required for superintending the manufacture as a monopoly?—Yes, I think there would be.

746. There is an officer at each manufacture to see that there is no more than a certain quantity manufactured?—The molunghees contract to deliver a certain quantity; the poketaunny officers visit the khalary to weigh and stamp the salt, and it is only that which is so stamped which is allowed to pass. The molunghee makes his contract according to his means; he may make as much as he pleases in each day, in fulfilment of his contract.

747. What does he do with the remainder?—He does not make any more than he contracts for, unless he expects to smuggle.

748. Why should not the same force that is now sufficient to see that no more than the quantity contracted for is manufactured, be sufficient to take an account of how much is manufactured, provided the quantity is not limited?—The manufacture is limited by the contract of the molunghee with the Government, and the means of each khalary are pretty well understood.

749. Why should not the same force be sufficient?—The same force would not be under the same persons; they would not be under the salt agents, but under a different authority; there is now a double check; first, the weighing and stamping of the salt by the agency officers, and secondly, that of the passing of the salt through the salt chowkeys, which may be called inland custom-houses.

750. Why would not the same number of persons which is now sufficient to perform those operations, be sufficient to perform the duty of excise officers, if the existing system of monopoly was given up?—I think you would want somebody to watch the excisemen, as the agents and subordinate officers watch one another downwards. Supposing it required no more, if you multiply the establishment by the produce, you would want 25,000 people.

751. Are you aware that in the last three or four years the Government in India have concentrated the salt manufacture considerably?—Not considerably; they have put down a few places of manufacture, which were least productive, and which could be spared, and very likely they will carry that measure still further. They are concentrating the manufacture, and they will probably do so still more.

752. Are you aware whether that has been attended with any difficulty?—No; there can be no difficulty in prohibiting the manufacture anywhere.

753. Why should there be any difficulty under an excise system?—I think it would require a greater establishment of excise officers than are required of the agency officers to superintend the manufacture; that is my impression. I will speak to this point again.

754. Are there any perambulating officers who go about to prevent the improper manufacture of salt?—There is no manufacture except as the result of a contract; and the the salt agent, whose authority extends over all the district, would discover any illicit manufacture; it cannot be manufactured except in the salt agencies.

755. Is there anything to prevent it?—There is nothing in the interior of the country to make salt from; it is the business of the salt agent and his officers to look over the district, and see that there are no other salt manufactories except those that are allowed by the Government.

772. Have you any explanation to offer on any part of the evidence which you gave yesterday?—A question was put to me nearly in the following words: "Whether, if the excise system was substituted for the present system, the poketaunny establishment of the agencies could not do all the duty of excise officers in watching the manufacture, without any increase of numbers, and consequently without any increase of charge?" I think that was the spirit of the question, if not the words. Now supposing the number of the khalaries and the places of the khalaries to be the same as they now are, the same persons who watch the manufacture under the agency system certainly could watch it under the excise system, and no increase of charge or of establishment would be necessary, so far as the khalaries were concerned. But if there is to be a free trade in salt, the question will then be, whether the government golahs are to be maintained; because, if every salt manufacturer is to have his own golah, the number of golahs will be greatly increased, and the number of excisemen to watch them will be proportionately increased. Then again, the present agency establishment does a double duty; it does the duty of a wholesale establishment of salt manufacture, and it also does the duty of excise superintendence. If it did the duty of excise superintendence alone, the wholesale manufacture must be carried on by somebody else, and it must become itself a charge on the production of salt. The present salt system is analagous to the ryotwarry system of revenue as distinguished from the zemindarry. There is no middle-man between the ryot or molunghee and the officer of Government. The molunghees themselves have no capital to employ in the manufacture of salt; they can only work on advances received from the Company, which advances are made to them at several stages of the manufacture in portions, to enable them to carry on their operations. If the Company were not themselves the great manufacturers, some other capitalist or capitalists must be so; no other capitalist would be satisfied with so small an interest as the Company; they could not afford to be so; no other capitalist not dealing on the same large scale could counterbalance losses by inundations, and by the defalcations of delivery on the part of the molunghees at the same average loss; that is to say, he would not calculate the same average loss, his operations being small. The excise officers employed to watch his manufactory would be people in a hostile relation to him, and not in a friendly relation to the manufacturer, as they now are to the Company; they would be a source of expense, at least in an equal degree, and would occasion the same difficulties and vexations as are said to have attended the excise over the manufacture in England. The profit of the capitalist is now included in the tax; for the Company's tax and the commercial profit are mixed up together, when we estimate the revenue at three rupees per maund. All these circumstances would render the excise system, even supposing it to be carried on by the same number of persons as the present agency system, as far as the watching the manufacture is concerned, a much more expensive system, and would in fact bring the state of the salt revenue in Bengal back very nearly, if not absolutely, to the state in which it was before Warren Hastings established the agency system, which converted a loss on the salt transactions of the Company into a very great annual revenue.

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803. Did you ever hear the proposition maintained, that any company like the East India Company could carry on trade at the same rate of profit as private individuals?—

There are certain things that I think a company like the East India Company can do better than private individuals at a certain rate of return; this is a matter where the whole of the profits merge in the tax; when I speak of three rupees a maund I include the profit on the manufacture. I do not believe that any European capitalist or native capitalist could employ the molunghees in the Sunderbunds, and get the salt from them, at so small a rate as the Company get it; but if they could they must get a profit upon the outlay, and that would be taken from the present profit, which merges in the revenue.

804. Are you not aware that the Company have been beaten by private traders in almost every branch of trade that the Company have conducted from 1814 to 1823?—Perhaps they have; I am not prepared to deny it, though, I think, there are some exceptions to it. I do not consider this a matter of trade, but a mode of raising a revenue; but without reference to that, I do not believe that the molunghees would deliver salt to anybody for less than they deliver it for to the Company; whoever gets it from the molunghees must make advances as the Company do, and he must have a profit upon the outlay of capital: the Company do not expect any profit, and it is not so far a trading concern; they get the salt made at as cheap a rate as they can to give a fair remuneration to the molunghee; if it is not a fair remuneration, and the Company starve the molunghee, as it has been stated, and make him work against his will, then they have a profit that a capitalist would not have; but supposing that point to be given up, and that it is a free trade, I do not believe that the molunghee would work for less than the Company pay, and the capitalist would also require a profit, which is now merged in the salt revenue.

805. You have stated that the molunghee would not deliver to any private individual, salt at a lower price than to the Government; but do you not conceive that he would manufacture at a much cheaper rate than it costs the Government now?—No; he is a man that has no capital at all; he cannot go on without advances, and advances are made by the Company's agents in portions to enable him to go on at all; without them he could not buy his pans, or go on at all; he must be employed by a person that has capital, and that capitalist must have a profit.

806. Although you are of opinion that the Company have been beaten in several branches of trade in which they have engaged from 1814 to 1823, you are of opinion that they may carry on the salt trade at a less price than private individuals?—Yes, certainly; at the same time I do not consider it as trade at all; the Company receive the salt at a certain price, and they deposit it in their golahs; then, at the price it costs them and no more, no profit price, they give it out to the public, subject to the duty of three rupees per maund; the only question is, whether the salt gets into the Sulkea golahs at a higher or lower rate than if transferred there by capitalists.

807. But it is a question of excise?—For the consumption of the interior it must be carried somewhere. I assume the golahs to be the most convenient points for it to be distributed from; if they are abolished, the salt must have some depositories somewhere, and be subject to golah rent; if there is a free trade, there must be some place of deposit *in transitu*. Supposing them to be the best places of deposit *in transitu*, which may be conceded for the present, the simple question is, whether the price put upon the salt when it gets there is less or greater than it would be in the hands of private individuals.

808. The Sulkea golah means a warehouse near Calcutta?—Yes, it is a great mass of warehouses.

809. Are there not other golahs near the agencies?—Yes.

810. Where the salt is deposited *in transitu*?—Yes; there must be some places of deposit for the salt; it cannot be left at the places of manufacture during the rainy season. The salt delivered from the Sulkea golahs fetches a higher price than the salt from the agency golahs; the cost of carriage is estimated in the sale.

811. You have stated, that if the present system were exchanged for a system of excise, the molunghee would be changed into a manufacturer, inimical to the Government instead of favourable to Government?—No. Instead of being under the superintendence of his present employers, which is a friendly superintendence, and identical with the interests of the manufacture, he will be subjected to a superintendence that is hostile to the manufacturer; all watchfulness on the part of the Government over the manufacturer whom they suppose inclined to defraud them must be considered a hostile superintendence; the interest of the manufacturer will be to get his salt out of the place of manufacture without any duty, and the interests of the Government will be to get the duty.

812. Is not the object of the present superintendence totally and entirely to prevent smuggling?—It is a different thing in the way in which I put it. The principal duty of the present establishment is to see that the molunghee makes all the salt which he has contracted for, which he is very willing to do; but having his materials on the spot, he is also willing to make more and smuggle it, which it is of course the duty of the establishment to prevent.

813. Then I am right in stating that the superintendence is to prevent smuggling?—Yes, granted.

814. Then have the goodness to state why they would be more hostile to one superintendence to prevent smuggling than to the other?—I do not say that the molunghees would. I said the manufacturers. The present employers of the molunghees are the Company, and the interest of the Company as the employers of the molunghees, and as receivers of the revenue, is one; but the interests of the Company as the receivers of the revenue, and the interests of the head manufacturers as the employers of the molunghees,

would be two; the molunghees' interests would be the same, there would be three interests.

815. But there would be no greater vexation in preventing smuggling under the excise system than under the present superintendence in preventing smuggling?—There would be a double annoyance to the molunghees, inasmuch as they would be watched by the capitalist for the security of his advances, and by the Government for the sake of the revenue. There would be a new class of men brought into existence to lend money to the molunghees, and they must have a commercial profit upon the capital, and in the next place be subject to the vexations of the excise system.

816. But it seems to be rather a distinction without a difference, that the Company make advances and charge no interest; if they could make interest of their money, and the price of salt is enhanced in consequence of their loss of interest, it comes to the same thing?—Whatever deduction you make is from the revenue of the Company; they take no interest, they make no profit; they receive revenue. If the manufacturer charges interest and if he receives profit, and if the Company receive the same revenue as they receive now, the interest and the profit paid to the manufacturer in addition to the first price paid to the molunghee, in addition to the duty, must be an additional duty.

817. If they were to receive less revenue, and were to make it up by employing their capital at interest, so as to obtain a profit in any other way, they would be just as well off as now?—Yes.

818. In the event of the monopoly being abolished, if the Company were to put to interest the capital which they now use for the advantage of the molunghee without interest, would they not be as well off, since the amount they would receive less in revenue they would receive in interest?—Yes, less by the amount of the interest, but that is a matter of computation. I cannot suppose that the amount would be equivalent.

819. Has it not always been the case in every other manufacture, that companies have been beaten by private individuals?—There are exceptions to it, but we may confine the question to salt at present. In the great majority of cases, where individuals compete with companies, the individuals beat them. The joint-stock companies that do make profits, like the General Steam Navigation Company, require greater capital than any individual can manage; but I believe the house of Baring & Co., to the extent of their capital, would beat any joint-stock company with the same amount of capital. If that were the main object of the examination, there are some things I should state that are counterbalances to the loss of the Government in their commercial profit.

820. You have stated that considerable losses have accrued to the Government in consequence of certain inundations. Do you think that private individuals would engage in trade where those inundations are likely to take place?—Yes, I think individuals would engage in trade wherever they can calculate their risks, and make an average profit.

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824. Are you not aware that the Board of Customs, Salt and Opium, are constantly representing that it is a complicated system, that they cannot manage it all, that they have great difficulty in determining what quantity of salt they shall put up for sale, and that they have been subject to all sorts of annoyances in the method of conducting their business?—The same thing has been stated by the Board of Salt and Opium, by the Bengal Government, and the Court of Directors, but it is a question of degree. The excise system would have all the disadvantages of the present system, and some of its own.

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828. Have not the Directors of the East India Company perpetually stated their dissatisfaction at the present system, and their desire that the manufacture should be discontinued in as many places as could possibly be done without?—No, I can answer that question in the negative. The Court of Directors have stated that it was desirable to concentrate the manufacture, and in one instance they have said it was desirable to do away with the manufacture and substitute imported salt. I said yesterday that I did not agree with the latter opinion; and if it were to be brought forward anew, I very much doubt whether the Court of Directors would adhere to that opinion.

829. It appears from the tenor of your evidence, that you think that a Government with its Boards, and all the various intermediate agents that come between them and the actual manufacturers of the salt would look better after its own interests than a private trader?—No, I should say not; I do not conceive that; I conceive that the private trader would look much more sharply after his own interests than the Government officers; I think that is clear.

830. If, then, the Directors ever expressed an opinion that the present system was vicious, and that it required great changes, do you think that they would maintain that opinion now?—They would maintain that opinion unquestionably, because they must know that there are very great defects in the present system, and great frauds and abuses, which require a great deal of change; but they would not admit, I think, that imported salt should be substituted for the manufactured salt of Bengal, or an excise system substituted for the agency system; they would say that the present system requires correction, not abolition.

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832. Do you believe that the duty could be collected if the monopoly were done away, and a system of excise introduced, at the same expense as at present?—No.

833. Do you believe it could be collected as effectually?—No, I do not. If by that question you mean this, which I presume you do, that for a certain amount of salt sold at

the sales of Calcutta to go into the interior, the Company would receive the same revenue that they do now, I do not believe it would be collected so easily.

834. Then, with respect to the molunghees—first, do you conceive their situation would be better or worse under a system of excise than it is at present under the monopoly system?—I conceive it would be a great deal worse; not from the excise, because it has been assumed that that the poketaunny officers would be employed in the superintendence of the excise, but from putting them into the hands of the capitalists in places so remote from European jurisdiction as most of the agencies are; and the excise officers would not of course be officers of justice, I conceive that their state would be then very little different from a state of slavery.

835. Do you think that the system of excise it would be necessary to introduce would be vexatious to the capitalist employing his capital in the manufacture of salt, and tend to impede his operations?—I conceive it must be so; I think it is inseparable from the excise everywhere.

836. Do you think the manufacturers of salt in India, subject to a rigid excise, and subject to its vexations, could fairly compete with the salt manufacturers in England freed from the vexation of the excise, but subject to a corresponding duty?—The excise system, in the first place, would certainly enhance the price of the salt. The price of salt was greater under the high duty than it is now; and of course the same effect will take place in India and elsewhere; perhaps more in India than other places. The Liverpool salt is asserted to be as good as the Cuttack salt; Mr. Reid says it is better; and if that is true, I am of opinion that the Liverpool salt could now compete successfully with the salt of Bengal.

837. Even supposing that it paid the same duty, and admitting that the Liverpool salt is to pay the addition of freight, insurance, and all the port charges?—Granting all the premisses laid down by Mr. Reid respecting the Liverpool salt, I should say that the Liverpool salt could compete successfully with the Company's salt, and, to the extent of its introduction into Bengal, drive the Company's salt out of the market. I said I considered an excise system, substituted for the agency system, would raise the price; and if the Company receive the same duty that they receive now, the price of salt would be greater than it is now; then, as a further consequence of that, if the Liverpool salt can, as I conceive it can, compete with the Company's salt now, it could still more so under the excise system.

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846. You have said, in answer to the questions of Mr. Gordon, you assume that the khalaries would remain the same in the comparison between the system of excise and the monopoly system?—Yes, that was the question asked me, could not the poketaunny amlah superintend the manufacture.

847. If the monopoly system was abandoned, and a system of excise introduced, would the capitalist meet with fair play, or the molunghee, or any person engaged in the manufacture of salt, if, accompanying the abandonment of the monopoly, there was a rigid restriction of the manufacture of salt to the very spots where it is now made, and the very khalaries now existing?—The khalaries must change their places occasionally; but I conceive there must be a restriction from year to year of the places in which the salt should be manufactured, and that there should be licences to manufacture salt in particular places. They might be chosen by the manufacturers, provided there was no objection on the part of the Government. The Government must have a certain control over them; the quantity of salt would be the same; but I conceive, in point of local convenience, there would be no essential difference.

848. Do you conceive that, to give the system of free trade in salt fair play, it would be necessary to give a greater scope of territory over which salt might be manufactured?—They might give an extent of territory the same as they give now, because the khalaries are fixed according to the convenience of superintendence, and must be so; they might be allowed a change of place, but that should be allowed in the beginning of the manufacturing season. I conceive, at the beginning of every manufacturing season, there should be a restriction, or there will be an unlimited quantity; if there was an unlimited quantity, there would be no revenue at all; if the salt was once made it would find its way into the interior.

849. The supposition being that the free trade would greatly increase the quantity, it is a necessary consequence that the extent of territory must be greater?—I believe the existing agencies could produce a greater quantity than they do; I do not know that the Hidgellee agency would.

850. Would not more be consumed?—I do not think that more would be consumed; a man will only consume a limited quantity of salt.

851. Is it not the intention of the Indian Government to discontinue the manufacture of salt at certain stations?—The Bengal Government have done it at certain stations, which they considered to be the seat of smuggling.

852. Then they have restricted the manufacture of salt to fewer localities?—Yes.

853. Are not the khalaries situated in places where the manufacture of salt is the most convenient?—Yes.

854. Chosen for this purpose?—Yes; there may be isolated spots that would be very convenient for the manufacture of salt, but where the difficulty of superintendence is so great as to induce them not to allow it to be carried on; the khalaries are chosen with the double object of convenience of manufacture and of superintendence.

855. The concentration that has been effected by the Government would assist the collection of the excise duty?—Yes, no doubt, to that extent. I spoke yesterday of the great difference between the excise system of England and India, arising from the concentration of the manufacture in England, and the diffusion of it in Bengal; the more it could be approximated to the system of England the more easy it would be to collect the duty.

856. Are the advances to the molunghees peculiar to the manufacture of salt, or are they not given to all the manufacturers all over the provinces of India?—Yes, to the best of my knowledge.

857. Advances are made for the manufacture of indigo, silk, and cotton?—Yes.

858. You say that when there has been an inundation or any great misfortune of that kind the salt so lost is paid for by the Company?—The salt has been already paid for by the Company.

859. They do not insist upon the rigid return of the balance, if it has been occasioned by inundation or the visitation of Providence?—No; they write off the balance.

860. Is it the custom generally throughout India with private merchants as to silk and indigo, and all other transactions, when there is a loss from misfortune or the inclemency of the seasons, to write off the balance, or keep it depending against the ryot, and exact its restitution at some following season?—I cannot answer that from documentary evidence; but my impression is that they do not write it off. I believe that to insist on the repayment of advances would reduce the molunghees to a state of slavery.

861. Do you conceive if an excise system were established, and, as you say, they were reduced to nearly a state of slavery, that they would upon such a system have no means of redress?—I conceive that they would not. A man in the class of molunghees would have no means of redress against a wealthy capitalist; the labourer of the indigo planter has no redress; the planter has only to hold him to the letter of his bond, and the law can give him no protection.

867. I want to know whether, upon the diminution of the quantity of salt produced in Bengal, the molunghees would not find abundance of employment in other ways?—They would, no doubt, find employment of some sort or other; but there would be so much employment taken away from the great mass and there would be no new employment.

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908. The opinion I have stated was expressed by the Board, that the amlah were a nest of conspirators?—They may have used that expression, but I hope you will bear in mind that the persons employed under the excise system would be the same persons as are now employed under the agency system.

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938. Have you anything more to add respecting the project of the excise system?—I stated that the poketaunny establishments at present perform a double duty, that of superintending the manufacture and of protecting the revenue. Under an excise system the molunghees would be subjected to a double superintendence, and so far as the superintendence is an annoyance there would be a double annoyance to the molunghee; there would be the superintendence of the Government to secure the duty, and the superintendence of the capitalist to secure the return of his advances. The Government would also have a double duty to perform: to watch the molunghee, as it now does, and also to watch the capitalist, whose means and opportunities of smuggling would be much greater.

* * * * * *

962. Do you believe that if the Government advances were discontinued to the molunghees and the trade entirely thrown open, India would be better or worse supplied with salt than it is at present?—I believe Bengal and Behar would be worse supplied than they are now.

963. Do you except Orissa?—Cuttack is such an important part of Orissa, and the salt so abundant, the Chilka lake supplies such a vast quantity, that I should except it.

964. Is it not a fact that the monopoly has placed salt beyond the reach of many persons?—No, I do not believe it; if I did I should think the monopoly was an enormous evil. * * * * * * *

965. Does not Colonel Galloway, whose work has just been quoted, state that the average retail price of salt in the provinces subject to the monopoly, is 12 rupees per maund, three times the amount of the Company's sale price?—I am not aware that he does state it. I have stated that my impression is, that the price in the interior is double the price at the Company's sales; that it is 8 rupees; but, whatever it may be, I do not believe that any alteration in the mode of collecting the duty, or even the remission of the duty, would make much difference in the retail price.

966. You conceive that the whole is so entirely in the hands of those dealers who form what we call the sub-monopoly, that they are the complete masters of the price throughout the country?—Something very like it. I think there must be a very great expense in distributing salt.

967. Do you not think that a free system would tend very much to break up that monopoly?—If there was no salt tax whatever, if the salt could come down from the Sambhur lake and from Lahore, and at the same time go up the Ganges into the interior without any tax, it would be supplied cheaper to the people; but if the revenue is to be retained at its present amount, I do not see that any change in the salt tax, or in the mode

of collecting it, would affect the price; the only mode of reducing the price would be for the Company to retail it.

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1076. * * * Answer * * * Question 446 relates to the sub-monopoly, about which so much has been said; it does not materially differ from the wholesale trade of any great town, distinguished from the retail trade in the interior; there must be great dealers and small dealers between the main supply and the last customer.

1077. There need not be only one supplier?—That is the monopoly, not the sub-monopoly. If the same quantity of salt comes to Calcutta, the same sub-monopoly will exist. If the monopoly is abolished, I do not see where the difference would be, if the 40 lacs of maunds of salt put into the Calcutta golahs were put there by one or by 40,000 different people. The persons that purchase the salt to send it into the interior would be the same persons as they are now. I cannot see any difference, if there is the same quantity deposited in the same place. In all trades there is something in the nature of combination. Political economists speak of competition; I think combination is stronger than competition.

1078. What necessity would there be for the continuance of any sub-monopoly, upon the supposition of the duty being paid, when it was once taken out of the golahs; what necessity would there be for the existence of a sub-monopoly?—The necessity for it is only in consequence of the supply being limited. If there was only the same quantity of salt to be purchased by competition, it would not create any additional customers in Calcutta, because the salt was no longer the Company's property. I do not see any step in which there would be any essential difference in the second purchase of the salt.

1079. Your supposition of the sub-monopoly existing, is founded upon the supposition that the purchasers remained the same?—Yes.

1080. That is the basis of your inference?—Yes.

1081. Does not your supposition embrace this, that the supply will remain the same?—I conceive that it must remain nearly the same, or there will be no revenue at all.

1082. Then the inference you draw is founded upon those two suppositions, that the dealers will remain the same, and the supply will remain the same?—Yes.

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Question 497 is, "Do you conceive that the system of excise and customs which you have proposed would as effectually tend to the suppression of smuggling as the present system?" The reply is, "If such a system were accompanied by a reduction in the amount of the tax, it ought to be more effectual; and I cannot conceive why, under any circumstances, it should be less effectual. I look upon the existing system as a bad and complicated system of excise. The Government has three functions to perform instead of one: it has to look after the manufacture; it has to look after the trade; it has to look after the revenue; and it is obliged to have a set of officers to do all those three things." Now, of those three things the excise would have to do the first, look after the manufacture; they would also have to look after the trade; and the Government would have to look after the revenue.

1083. How would that be?—The excise must look after the manufacture; it was conceded that the same establishment might do the same duty in the same place, but they would have to do more.

1084. The same establishment to superintend the manufacture would collect the revenue?—No. They would look after the manufacture, and the Government would still do what it does by the poketaunny establishment; the poketaunny establishment would be the excise officers.

1085. They would only have to look after the revenue, and not have to concern themselves in the profit of the manufacture, or the quantity of salt made?—The only part which they would not perform of the duty which they now perform is that of seeing that the salt is well made, and which is beneficial service both to the Government and to the people.

1086. How would the Government interfere with the trade?—In whatever way it looks after the trade now, it would have to do that still.

1087. In what way would the Government have to interfere in the trade?—Whatever duty they perform in looking after the trade now, they would still have to do.

1088. They have now to adjust the supply to the demand?—It is essential that the supply should be limited, or there would be no revenue. If you do not take measures to secure a certain supply to the people, they would at times have no salt at all; and if you allow an unlimited supply, you would sometimes be overwhelmed.

1089. Why should that be the case there any more than here?—Here it is native salt, and there it is not.

1090. Would not the salt trade stand on the same footing as the sugar trade, as far as Government is concerned? No, I think not; the Government has taken measures for supplying the interior of India with salt, where they had no salt before; and I read an extract, to show that salt was sold at Delhi and Agra at 2*s.* 6*d.* per lb.; the Company had then nothing to do with it.

1091. You give it as your opinion, that if the monopoly was abolished, the salt at

Agra would rise to 2*s.* 6*d.* a pound again?—No; I do not mean to say what it would rise to.

1092. But that the abolition of the monopoly would raise the price?—I mean, that if the Government did not take means to supply the interior it would often be without salt.

1093. Are not the facilities afforded by the Chilka lake in supplying salt enormous?—Yes, and the Sambhur lake, and the Lahore mountains; but they are all at an infinite distance from the interior of Bengal, and the Chilka lake is solar evaporation salt.

1094. It may be produced in any quantity?—Yes.

1095. What measures do the Government take to secure a sufficient supply of salt at Agra and Delhi?—They do not take any measures.

1096. You said that without the measures taken by the Government the interior of India would be without a supply; what measures do they take for that purpose?—I read the passage to show that at Delhi and Agra, where the Government did not interfere in any way with the salt trade, the price was 2*s.* 6*d.* a pound; Delhi and Agra are not within the district of the salt monopoly.

1097. Will you state by name what are the districts you think would be so affected?—I should say that all districts would be so affected where trade would have no motives to go except for carrying salt.

1098. I want, by name, the districts to which your answer applies?—I cannot carry in my memory a list of pergunnahs; any pergunnahs in the remote parts of any district, where there are only a few poor villages at a distance from any considerable town, or any great line of navigation.

1099. What measures do the Government now take for supplying the ryots in those remote villages with salt?—You are somewhat misapprehending the observation I meant to make. There are two branches of the question, the main supply and some especial subdivisions of that supply. The Government consider that 45 lacs of maunds of salt will be a sufficient supply for the whole of the interior of the Bengal districts; they leave the distribution to the retail dealers, but occasionally, if they see there are any districts exceedingly ill-supplied with salt, they take measures for supplying those districts, sometimes by bounties, sometimes by giving extraordinary facilities for retail sale.

1100. Have the Government occasionally acted in the character of retail dealers?—They have done so occasionally, but they calculate that 45,000 lacs of maunds must be supplied for the consumption of Bengal, and they take all the means in their power to get it: they look first to the Bengal Agencies for somewhat less than 40 or 35 lacs perhaps; then they look to Madras, and, if that is not sufficient, they get salt from all parts of the world to make up the supply. They think it their duty to bring into Calcutta a sufficient supply for the whole of the interior.

1101. If that was the only object, what objection would you have to receiving a supply from England?—That is a different thing.

1102. Except in those very rare instances, the argument you use, of the difficulty of supplying those remote villages, would not apply?—No, all I mean to say is, that the 45 lacs of maunds, or whatever may be the quantity necessary for the supply of the districts subject to the monopoly, must be at Calcutta; there is no other port where it can be placed to be sent into the interior, and therefore it is, the Indian Government have taken upon themselves to provide there a sufficient quantity of salt.

1103. As far as that point is concerned, it is immaterial to the Company from what point it comes?—Yes, it is immaterial to the Company from what point it comes.

1104. Except in the rare instances to which you have adverted, the supply of salt into the interior has been conducted by retail dealers in the same manner as it would be under the excise system?—Yes, precisely; the Government's concern with the salt trade terminates at the Calcutta sales; the delivery of the salt terminates the dealings of the Government.

1105. In those particular instances you relied upon in your argument what were the particular measures resorted to by the Government?—That was not the main reliance of my argument. I went out of my argument into it. I have stated the general character of the measures.

1106. Are we to understand that the only supervision you think necessary for the public is to secure a certain quantity to be delivered into the golahs at Calcutta?—That is the supervision I adverted to. Before the salt can go into the interior it must be there, and it would not be there unless the Government took means to have it there. The Government has a double duty to perform; first, to ensure a certain supply for the people; and, secondly, to take care that that supply is not materially exceeded, for the sake of the revenue.

1107. And you think that that supply cannot be secured without the Government conducting the agencies?—I think the supply cannot be secured without the Government conducting the salt agency system. I should like to know what the Government does in looking after the trade now that it would not have to do under an excise system; it does not look after the trade after it leaves the golahs; it watches it from the first step of the manufacture in the agencies, and the first appearance of the salt ships in the river, until the salt is delivered from the Government golahs; and so it would do under an excise system. Whatever may be meant by looking after the trade now, that, whatever it is, would have to be done then.

1108. Is not the share that the Government have in the trade of salt precisely the same as the share they had in the tea trade, for the exercise of the monopoly of tea in this country?—A share in the trade is a different thing from looking after the trade; the supervision which they exercise now, whatever it be, they would still exercise under any change of system.

1109. You would not leave it to individuals?—If the trade were in the hands of individuals, still whatever the Government do in watching the salt from its first step to the depositing it in the Sulkeah golahs, they would have to do still.

1110. Would not the supervision be much more limited when the object is to protect the revenue from fraud, than when the object is to watch the whole of the salt manufacture?—I stated my opinion on that point yesterday, when I went into my objections to the excise system.

1111. You think it would still be the duty of the Government to provide sufficient salt?—Yes, the Government think it their duty, and I think it is.

1112. At all events, the share of the Government in the trade would be done away with by the abolition of the monopoly?—Of course their trade would be done away with; but whatever is implied in looking after the trade the Government would have to do still. I cannot conceive any one duty to be performed by the Government, in the way of looking after the trade, that is not now performed, and would not have to be performed under any system.

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1117. Supposing the objection entertained to a private merchant importing salt into Calcutta to be as you state, do you not think that it is to a certain extent a violation of the understanding that existed at the renewal of the last charter, that the East India Company should not continue to be manufacturers and traders as they are now in the article of salt?—No, there is an express stipulation that the Company may trade for the purposes of Government.

1118. That is assuming that the revenue cannot be raised except by the present system?—I believe that the salt revenue cannot be raised to anything like the present amount by any means but the salt agency system.

1119. Then, provided it could be made clear to you that an equal revenue could be raised by a system of excise and customs, you would no longer entertain any objection to the introduction of that system?—The objections are all stated in the Report of the Revenue Committee of the Court of Directors, and limiting the question to the mere realization of revenue, and leaving all other Indian interests out of view, I should say if Parliament would guarantee 1,200,000*l.* a-year to the Company, they might try what experiments they pleased with the salt revenue of Bengal.

1120. Supposing the Company to be able to derive an equal revenue from another mode of collection, should you consider their continuing as manufacturers and traders to be a violation of the understanding at the granting of the charter?—I should not think there was any violation of the Charter Act by it.

1121. Did you not state just now that the only ground upon which you could justify the continuance of the system was that it was necessary they should do so for the maintenance of the Government?—I think it necessary. I think that ground sufficient. I did not say it was the only ground on which I could justify it.

1122. Did not the provision you have mentioned, that they might trade for the purposes of Government, apply to the supply of civil and military stores; was not that the understanding?—I cannot say what was the understanding; I should look to the words of the Act; but the charter expressly contemplates the continuance of the salt and opium monopolies.

1123. You stated that conspiracies were easily made at present by the buyers of salt to raise or lower the prices; would not such a conspiracy be likely to be defeated if the salt was introduced into the golahs upon the payment of a fixed price to the excise?—The salt being in the golahs, there would be no difference in the result.

1124. You would have nothing to do with the price at which it was sold?—It must be enough to produce the present revenue; the price does not go on a fixed duty, but upon the quality of the salt. * * * * *

1134. * * Answer * * *

* * * In the reply to question 497, it is said, "there are large items included in the above charge of collection, which of course would not be included at all under an excise; for example, the rents paid for the salt pans, the rent of grass and jungle lands; for a great deal of the salt is made, for want of proper and sufficient fuel, by using straw as such, and I believe dry grass also. There would also be deductions from the present charges of collection for the sum paid to the landowners as a remuneration for the privilege they once enjoyed of manufacturing for themselves. There are other charges too, which might be reduced, if not altogether abolished." On that I should observe that those charges, or their equivalents, must be paid by somebody; they must enter into the price at the Sulkeah golahs. These charges do not belong to the charges of collection, but to the cost of manufacture. In the reply to question 498, the payment of 40,000*l.* a-year under the convention with the Government of France is mentioned. The strict interpretation of that convention would be a matter of opinion. I have been looking at it with persons upon whose judgment I place reliance. My opinion is, that the Company

would be obliged to pay the 40,000*l.* a-year, notwithstanding the monopoly were abolished, unless they made a fresh convention with the Government of France.

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1135. You have stated that you cannot conceive what functions the Government exercises now in regard to the salt monopoly that it will not have to exercise under the system of free trade?—Those words had reference to watching the manufacture, and watching the trade. The trade that it watches, as distinguished from the manufacture, must be something *in transitu* between the places of manufacture, where the supervision originates, and the Sulkeah golahs, where it ends. I cannot conceive any duty of watching the trade and manufacture that the Government performs now that it would not have to perform under any system whatever.

1136. Did you not add to that in your former evidence that you could not conceive what duty the Government exercises now in watching the trade?—I said I could not tell any single thing the Government would have to do in watching the trade that it has not to do now.

Appendix E.—No. 5.

Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to inquire into the Supply of Salt for British India, in 1836.

Extracts of a Letter from the Salt Board to Government, dated August 28, 1833, Appendix No. 5, Page 35.

4. At various times there have been discussed, as preferable modes of raising the same amount of revenue, 1st, an excise on salt. * * * *

5. We cannot imagine any person, acquainted with the feelings of the people of India, or the habits and characters of the native agents, whom it would be necessary to employ, seriously advocating the substitution of an Indian excise for the present system.

Appendix E.—No. 6.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian Territories, in 1853.

Extracts from the Evidence of F. W. Prideaux, Esq., (Assistant to the Examiner of India Correspondence.

7286. Are you acquainted with the system of salt revenue at Madras and Bombay?—Yes.

7287. Is it the same as in Bengal?—It is totally different; at Madras it is a strict monopoly; the salt is there purchased from the maker; the Government give about 10 rupees the 100 maunds for this salt, which is entirely produced by solar evaporation, and it is sold by the Government to the dealers, at the rate of one rupee a maund; that includes both the duty and the price.

7288. Nobody is allowed to buy salt from the manufacturer but the Company?—The Company buy the whole of it.

7289. What is the system in Bombay?—In Bombay there is an excise and an import duty: the excise duty is 12 annas a maund, and the same duty is payable on importation; the Government do not manufacture it themselves.

7290. Do you think it would be possible to raise the same amount of revenue in Bengal and Madras, if the Government entirely abandoned the manufacture themselves, and derived their revenue partly from excise and partly from a customs duty?—I should be very much disposed to doubt it; I think the opinion of those best qualified to judge has always been against it; they have thought that it would be impossible from the nature of the salt-producing districts in Bengal.

7291. Can you state what the difference is between salt-producing districts in Bombay and Madras, and those in Bengal?—In Bombay the salt is made in pans, from solar evaporation, and it is made in much the same way in Madras; in Bengal it is made by boiling the brine in earthen pots; and over a large district, where the saline earth and brine can be always obtained, I believe, without an army of preventive officers, it would be almost impossible to prevent the illicit manufacture of salt.

7292. Why could not an excise duty be levied in Madras as it is in Bombay?—I can hardly say; in Bombay and Madras the salt is made entirely by solar evaporation; in Bengal it is produced by boiling in small pots; I do not think there would be any difficulty if you were to concentrate the manufacture, and only allow it to go on on a large scale, and prohibit it elsewhere; but, in that case, you would require a large number of officers to prevent its being carried on elsewhere.

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7295. It was stated in one of the papers you read that the Government ought not to be manufacturers, except that they owed a duty to the population now employed; is there any report showing what would be the effect on the molunghees and others by whom the Bengal salt is manufactured, if the Government were to cease manufacturing?—I am not aware that there is anything to be called a report. Constantly, when the manufacture has been discontinued in particular districts, there have been the strongest representations from the molunghees to the Government, praying them to reestablish the manufacture, and complaining of the injury which they suffered from the withdrawal of it.

7296. Has there been any inquiry, to your knowledge, how far, if the manufacture of salt were discontinued, they could turn their labour to any other purpose?—I apprehend, from what I have read, most of the salt manufacturers are also cultivators of land, and that the profit which they derive from the salt manufacture assists them to pay their rent to the zemindars, so that the supersession of the native salt by imported salt might indirectly affect the security of the land revenue.

7297. You do not know to what extent their labour is divided between agriculture and the manufacture of salt?—I do not.

7298. With reference to the districts in which the molunghees labour, would not the people be unoccupied during the periods of the year when they are now employed in the manufacture of salt?—I apprehend they would.

Extracts from the Evidence of T. L. Peacock, Esq., Examiner of India Correspondence.

8123. Do you mean that the zemindars would exact more from the ryots, in consequence of the removal of the salt tax?—Yes. I wish to add that it was shown before the Committee of 1836, that the salt tax and the land tax of Bengal put together are less than the land tax alone anywhere else. There is another point, on this subject, which has been mentioned, namely, the giving up the salt agency system, the manufacture of salt on account of the Government, and having a free manufacture, subject to an excise. There are some objections to that. The Government salt agency system is its own excise, as it were. It prevents the illicit manufacture of salt by the very same agency which looks after the manufacture. The Government advances money to the molunghees who make the salt, charging them no interest upon those advances, but receiving back a certain quantity of salt for the money they advance. The Government duty of 2½ rupees per maund is all the profit which the Government derive; they derive no commercial benefit. If there were a free manufacture there must be a profit to the employers of the molunghees; the molunghees would not get the same advantage of advances without interest, which they now do from the Government. It would be absolutely necessary to fix upon certain points at which alone the manufacture should be carried on; therefore there would be an additional expense to the Government, in carrying on the excise system, without any corresponding benefit, or without any benefit at all to the manufacturers of salt, but rather a detriment to them.

8124. Do you know how the excise on salt is carried on at Bombay?—I do not know exactly how they manage it at Bombay, but they are there in very different circumstances. They have not that vast extent of territory for making salt which there is in Bengal.

Appendix E.—No. 7.

Extract from the Remarks of the Bengal Board of Customs, Salt, and Opium, on Mr. Trevelyan's Report upon the Inland Customs and Town Duties, 1834.

Paragraph 289. * * * * As for what follows, regarding the Bengal salt revenue, the scheme suggested is tantamount to an introduction of the excise system, which we trust would never receive the assent of Government, in a country where its adoption would open a door to abuses, compared with which we fear all those now complained of, arising either from the customs or salt system, would be trivial and not worth a thought.

Appendix E.—No. 8.

Minute by H. M. Parker, Esq., Junior Member of the Board of Customs, Salt and Opium. Dated the 2nd of November, 1835.

I observe that the question of maintaining or relinquishing the salt monopoly has lately been again agitated in the British Parliament, that His Majesty Minister for Indian Affairs has expressed himself to the effect that this mode of raising one million six hundred thousand pounds sterling per annum was quite indefensible,* and that a member for the county most interested in providing the people of India with Cheshire salt has given notice that he would bring forward a motion on the subject next session.

2. Under these circumstances, we may perhaps be permitted to place before Government a few observations connected with that important branch of the resources of this country, which appears on the eve of being very vehemently assailed, and very feebly, if at all, defended, in the Imperial Parliament. My long official connection with the Salt Department, and a comparative familiarity with the details of the monopoly, seem to render it more peculiarly my province at the present juncture to offer such remarks as occur to me. I fear those remarks will be found very dry and very wearisome; but that they should be so is partly the fault of the subject, which must be doubly distasteful when treated in the form to which public functionaries are restricted by official usage.

3. We may assume that the net public revenue accruing to the State from the salt tax in Bengal, Behar and Orissa, amounts to about one million and a-quarter sterling. It fluctuates, and is perhaps on an average rather less than that amount, but it is a tolerably fair one to take for the purposes of calculation.†

4. This amount of revenue is indispensable for the preservation of peace, and for the good government of British India, or it is not.

5. If it is not indispensable, the question is very easily disposed of.

6. If it is indispensable, then it must, for the general welfare, be raised either through an improvement in some impost less exceptionable than the salt tax, or through some entirely new impost, or upon salt.

7. The Board of Customs, Salt and Opium is entrusted with the management of every branch of the public revenue in the Lower Provinces except the land tax; and, as far as our experience goes, the tendency of each is either to remain nearly stationary, or to decline. The reasons assigned in explanation have often been before Government. At all events I feel quite confident that no one branch of the public resources controlled by our Board, could by any possibility be brought, in the present state of this Presidency, to yield a million and a-quarter sterling per annum net revenue immediately, and in addition to what it yields at present; nor is it to be hoped that such an improvement could be effected in all the branches combined, as to yield anything approximating to so considerable an amount, whatever efforts were made, or whatever expense might be gone to, with the hope of such a result. But if such a hope could be entertained, I have very strong doubts with

* I am of course compelled to follow the newspaper reports, though they are rarely correct in any thing.

† In 1821-22 the net revenue was about 1,400,000*l.*
In 1822-23, 1,500,000*l.*
In 1826-27, 1,500,000*l.*
The President of the Board of Control estimates it at 1,600,000*l.*

regard to three of those branches* at least, as to whether the amount would be raised with less vexation and evil to the people generally (*i. e.* the greatest number), and less injury to the country at large, than either the people or the country now experience from the operation of the salt monopoly.

8. I am equally of opinion that no new impost would produce a million and a-quarter sterling of net annual revenue. Cutting off the communication between Malwa and the sea,† might do much. A tax, analogous to the British tax upon wills and legacies, might do something—but I think it very doubtful whether either, or both, those sources, even aided by a moderate duty on sugars and indigo exported to Great Britain, would yield the net revenue now obtained on Bengal salt alone.‡

9. If then we may assume that the revenue derived from the Bengal salt system is indispensable, and that no imposition of new, or modification of old, taxes will supply the deficiency which its total abandonment would create: it becomes necessary to inquire whether the same amount could not be preferably secured upon salt by another scheme of realization in substitution for the present monopoly, and bearing a name less obnoxious to political economists.

10. It does not occur to me that there are more than three modes in which the tax upon salt consumed in Bengal could be levied.

First.—By prohibiting the manufacture in Bengal,§ and leaving the supply for consumption to be imported from Liverpool or elsewhere, on payment of a fixed customs duty.

Secondly.—By an excise upon salt produced in Bengal, maintaining a prohibitory duty on imported salt.

And Thirdly.—By a combination of the excise and customs duty systems, making the rate of duty per maund equal in each.

11. I may perhaps assume that, notwithstanding the never-slumbering selfishness of the English people, and their astonishing disregard of all that concerns the welfare of this country only, it would be impossible that the first scheme‖ could for very shame be advocated, or wrought into form. But if so great an injustice were even to be committed, the object in view would, probably, after all, be as far from attained as ever. For if importation by sea was allowed (at one and the same rate of duty upon salt imported from whatever quarter, under the British flag) from other places than Liverpool, or the ports of Great Britain, then I have little doubt but that the salt of Coromandel on the rugged coast craft, the whole crew scarcely costing the wages of an ordinary English seaman, the owners content with a mere turn of profit, the entire vessel not worth the mizen top-mast of a fine free trader—I have little doubt, I say, that the Madras salt imported on such boats at a freight inconceivably low, would command this market in a manner that should make an importation of Cheshire salt just as rare as it is now.

12. It is true that at present the people will not, as this Board has frequently explained, now take off more than a certain quantity of Madras salt, which is consumed only by particular classes. The people generally prefer our pungah or boiled salt.¶ There is doubtless a good deal of religious prejudice in this: not so much perhaps as that all classes** would not use Madras salt rather than none; but still when it came to a selection between two descriptions of salt, rendered equally impure by contact with impure hands, and by contact with the impure things†† in a ship, it requires very little knowledge of the Bengally character to determine that not the whitest or finest, but the cheapest, article would carry the day. Nay, speaking of masses, and those only are to be considered in questions of this nature, poverty alone would decide the point without any reference to taste, if the sole reason which now induces the poor to stretch a point for the gratification of a prejudice, or a superstitious preference, was to be removed.

13. My own persuasion, I repeat, is that, even in the event of such an extreme measure as prohibiting the manufacture in Bengal, and opening the ports to salt on the payment of a customs duty equal for all salt imported under the British flag, the salt from Great Britain could not compete in this market with the salt from the Coromandel coast. I think it certain, as I shall shew hereafter, that salt from Liverpool could not be brought into the port of Calcutta, and be delivered over the ship's side, and landed, at less than three pounds sterling per ton,‡‡ and that without one penny of profit.

* Customs—Stamps—Abkarry.

† Except through Bombay or other British ports.

‡ I mean of course by this, the salt sold wholesale or retail in Bengal, Behar, and Orissa.

§ Or, what would amount to the same thing, treating the salt as many other articles of local produce have been treated, viz., levying a heavy tax upon the country, and a very light one on the imported commodity.

‖ Prohibiting manufacture in Bengal, or levying prohibitive duties on salt, the produce of the local manufacture.

¶ They also prefer the pungah to the British or American salt, as will be shown hereafter.

** Many intelligent natives say, that a large majority of their Hindoo countrymen do, and would under any circumstances, refuse to eat Madras, or any other salt brought on ships. I do not believe them. Of course while we furnish the whole consumption supply through the Government store houses, it is incumbent upon us to consult the tastes as well as the wants of the people.

†† They have an idea that the salt may have touched the grease used on shipboard, and the pump leathers, or other articles of leather.

‡‡ The ton of 27 salt maunds.—This rate, as will be seen, is assumed upon the evidence of a salt *manufacturer*, anxious to open the trade, and consequently likely to under-rate rather than over-estimate the expense.

14. On the other hand, it is certain from long experience, that salt can be delivered in Calcutta by the Madras craft, and with good profit to the importers, at 1*l.* 17*s.*,* or at the highest, 1*l.* 18*s.* 10*d.*† per ton. Let it be borne in mind that this price includes the profit; moreover, that it includes a price paid to the Government of Madras, which price yields revenue to that Government—let these facts, I say, be borne in mind, and I would then submit what possible chance would Liverpool salt have at 3*l.* per ton, even if the tyrannical measure, for it would be nothing less, were resorted to of destroying, or preventing by unequal duties, the salt manufacture of Bengal for the supposed benefit of the salt manufacturer of Cheshire. Mr. Crawfurd, the old and persevering antagonist of the salt monopoly, contemplated supplying Bengal with the "*fine bay salt of Coromandel and Malabar;*" but he appears to have gone no further than to speculate that this would help a British vessel's Indian voyage by employing her freight from Madras or Bombay to Calcutta.

15. Indeed, the fact of the relative expense of importing British and Madras salt is one of the very first importance, never to be lost sight of in considering the whole question of the salt monopoly. The monopoly is assailed in the House of Commons and at Liverpool, *nominally*, because it is a grinding tax indefensible in theory, vexatious in practice—*really*, because certain great commercial communities consider that a change in our system of salt management would make the markets of Bengal wholly dependent for their supply upon the salt of Great Britain. I heartily wish that this vision were likely to be realized. I heartily wish that every ounce of salt consumed in Bengal could be brought from Great Britain; and that the two hundred thousand‡ tons of shipping which, even at *our* moderate calculation of the consumption demand, would be requisite for its conveyance over sea, could return westward freighted with the produce of the Gangetic provinces. But the only result which appears to me likely to follow such a change in our salt system as that first adverted to in these remarks, viz., prohibition of local manufacture and levy of customs duty on imported salt, the only result, I say, which appears to me likely to follow such a change, would be a transfer of the manufacture from the Bengal Agencies to the Coast of Coromandel. Whether this would afford any peculiar comfort or satisfaction to the shipowners of Great Britain, or the salt manufacturers of Cheshire, I have no means to determine.

16. I need scarcely call to mind the recent immense importations of Bombay salt by private merchants, and which has been sold in this market at sa. rs. 50 per 100 maunds, or 1*l.* 7*s.* per ton. Neither need I advert to the vicinity of the Ceylon supply susceptible of delivery at as cheap a rate. All these, however, are matters for the consideration of parties who assume that any change, even the extreme one I have supposed, could give the command of the Bengal salt market to the Liverpool manufacturer.

17. I am quite aware of the reply to all this. It is the old one, and so essentially English (that is, essentially selfish) that Englishmen are apt to consider it unanswerable. "You say that the Liverpool salt cannot compete in the Bengal markets with salt from Bombay, Ceylon, and especially Madras. You show that speculators attempting such a competition, must be ruined. What is that to you? Let them try; let them find it out." This, it appears to me, would have been a capital argument for not building the Eddystone lighthouse; but I cannot exactly concur in its propriety, and rather think it is our duty to our fellow-countrymen, we being on the spot, and they very remote, to give them a fair and honest intimation of the difficulties we believe they would have to encounter. More especially do I think this to be our duty, as officers who have been most conversant with the machinery of the salt revenue, and the state of the salt markets in Bengal. If the salt trade had been like any other, occupying the capital, and exciting the interest, of British Indian merchants residing in this country, I should have thought it superfluous to notice the opinions or the anticipations of people in England beyond a consideration of how their being acted upon might affect the public revenue of India. But as it is, I think it our duty both as public servants in this particular department, and as individuals anxious for the welfare of our countrymen, to endeavour to set before them certain facts. If, after a full consideration of those facts, the shipowners and salt dealers of Liverpool remain firm in their persuasion that they can command the Bengal salt market, then I heartily concur in the sentiment of letting them try for themselves. It is only letting them try without warning, to which I cannot exactly reconcile my sense of what is right.

18. There is indeed one method by which the objects of the Liverpool speculators might be accomplished, but, as its adoption would involve not only a prohibition of the local manufacture, but a prohibitory duty on all salt imported even under the British flag from places other than the United Kingdom, I imagine that even the people of England could scarcely contemplate so serious a violation of the principles and the science most frequently appealed to in assailing or discussing the present salt system of this Presidency.

19. The next mode of levying the revenue which now accrues to the State upon the article of salt, supposing that revenue to be indispensable, and not to be obtainable in any other manner, is by an excise.

* The price estimated in the evidence adverted to by the preceding note.

† The price at which it is actually delivered, taking the rupee at 2 shillings, or 72 rupees per 100 maunds.

‡ A witness, whom I shall presently quote, makes it two hundred and thirty thousand tons.

20. Before adverting to the probable effects of an excise system, I must beg attention to the following points:—

21. That, as there is, and can be, no demand for salt at present in this country, howeve low the price at which the article is offered for sale, except as a condiment; and that as for alimentary purposes it is impossible to consume more than a certain quantity (which quantity is now consumed by the people of Bengal), no change in the salt system would have any material effect in increasing consumption—that the present average aggregate consumption of the provinces not using western salts, but supplied from Bengal, may be assumed at about 50 lacs of maunds per annum;* and that the consumption of each individual, or rather the consumption per head, including women and children, has been proved not to exceed 6 seers per annum.

22. I beg to refer to the numerous reports placed before Government on this subject from the year 1809 to the present date, but more particularly to the very full ones submitted by this Board on the 9th of July, 1829,† and on the 26th of January, 1832,‡ and we may at least await a refutation of the arguments therein employed, and of the facts therein stated, before we alter our own opinions on the subject of the aggregate, or individual, consumption of salt in Bengal, Behar, and Orissa. In the mean time, those opinions have been singularly corroborated by a set of facts which we placed before Government in our report of the 19th of November, 1834,§ and which I append to this minute on a separate paper, because they bear so intimately on the subject under consideration as to deserve, I think, special attention.

23. If, as I maintain, and the Board has long maintained, no change of system could in the present state of this country increase the consumption of salt. If again the amount of revenue realized by the monopoly is indispensable, then must the tax upon salt under an excise remain at its present monopoly rate, say 3 rupees per maund; for it would at least require that amount to provide for the machinery of an excise system, in nothing less expensive than the present, and to yield the same amount of net revenue which is now realized from the monopoly.

24. If these premisses be correct, then it follows that the only gain to the people of Bengal, which is the main point for consideration in this country, whatever it may be in the British House of Commons—the only gain, I say, to the people of Bengal would be the difference between the price of salt produced by individual competition under an excise, and the price of salt now paid by Government to the present producers. The expense of storing, guarding, weighing, &c., would remain much the same.‖

25. It has been assumed that the molunghee's labour was unremunerative, in other words, that the price paid by Government for salt was insufficient; and that, consequently, the most horrible coercion and oppression were requisite to carry on the manufacture. If this has really been true, then, as far as the people of Bengal are concerned, they would under a system of excise, have to pay a higher price for their salt (the tax remaining the same,) to the producers, than they have hitherto paid to those producers through Government.

26. But every one is now pretty well aware, that the whole theory of molunghee oppression was a tissue of nonsense, absurdity, and exaggeration. Only judicious in so much as that it helped a particular party to accomplish a particular object. It assisted a case then making out against the exclusive privileges of the Company, and the tool having now served its end, has been thrown aside like any other instrument, of the use of which its employers feel a little ashamed.

27. There does not remain at this moment even a shadow of a doubt, that the price paid to the molunghees for salt, affords them fair profits; and if such a doubt could now exist there appears, even at this late period, and as if to leave no excuse for the remnant of such an impression, a fact even more conclusive on the subject than any which has yet been adduced. The manufacturers of those aurungs in the 24 pergunnahs which have recently been directed to be abolished, and in which the greatest oppressions have always been assumed to exist, have actually come forward and offered to make salt for Government without any advances at all. This is, I believe, the first instance in India in which such an offer has been made by the ryots; and it is not a little singular, that the example should arise, not in the case of indigo, or sugar, or saltpetre, or cotton, but in the much vituperated salt department, and that the tender should proceed, not from indigo, or sugar, or cotton-growing ryots, but from a class who have been pronounced forced labourers at unremunerative prices, exposed to horrors and privations worse than death. I subjoin a copy¶ and an abstract translation of those petitions, but it is unnecessary to notice them further in this place.

28. The price paid to the molunghee for salt is a fully remunerative price. It might possibly fall, and the article be produced cheaper under an excise system, but the question

* Liable to considerable reduction from several causes, particularly from any general distress, limiting the consumption of the other necessaries of life. A man who is compelled to go with half an allowance of rice will scarcely consume a full allowance of salt, or of any thing else that he has to purchase.

† Page 189 of the collection of salt papers.

‡ Page 65 of the above collection.

§ See papers annexed.

‖ *Vide* note dated 31st May, 1833, at the end of the printed collection of salt papers.

¶ See Annexure.

is, how much cheaper? I do not believe that under any circumstances, even with the utmost application of European skill and industry interested in the result, salt could be made in Bengal at a lower rate than 4 annas, or say 8 pence per maund.* The price paid at present to the molunghees for our dearest salt is 14 annas, or say 2 shillings and 4 pence per maund, but the average may be assumed at 10 annas, or 1 shilling and 8 pence per maund. The possible difference to the consumer therefore under an excise system, as compared with our present monopoly system, would be the difference between 8 pence and 1 shilling, and 8 pence or 1 shilling per maund; which, assuming that a grown up man consumes 6 seers per year, would reduce his expenditure for salt not quite 2 pence in 12 months.

29. I repeat that the price might possibly be reduced to 4 annas per maund; but this may also be done under the present system; and we shall speedily have to solicit the sanction of Government to the attempt being made on a scale which is alone likely to be attended with any success.

30. Now it appears to me that the utmost benefit to the people which *might* possibly result from the substitution of an excise for a monopoly system, would be a saving to a grown up man of 1 anna or 2 pence in 12 months, that is to say, 1 pie (the imaginary twelfth part of an anna) per month. Doubtless, if this saving could be ensured by any scheme with no counterbalancing evils to weigh against the benefit, with less vexation to the people, and with equal security to the public revenue, (always assuming that to be indispensable for the public good) then I am the very last to argue that the smallness of the amount should render it less an object for consideration. If the peace and welfare of the empire can be provided for by a levy upon salt of a farthing per maund, the levy of the smallest fraction beyond that sum is a wrong to all, and an indefensible exaction from the industrious poor.

31. The question of an excise therefore, resolves itself into this. Would it be less or more vexatious than the monopoly? Would it as completely secure the present amount of the revenue? After giving the subject a good deal of consideration, I am compelled to a conclusion that it would be *more* vexatious than the monopoly. That it would *less* effectually secure the public revenue.

32. The idea of an excise in this country has always appeared frightful to all who have considered the instruments which unfortunately we should be forced to employ in its maintenance. The ablest men who ever reflected on the subject, have deprecated any attempt at the introduction of such a system. The following are the observations of the Finance Committee of 1809, with regard to an excise, and, when it is remembered that Mr. H. Colebrook, and Mr. Lumsden, and Mr. Tucker were, in addition to other eminent public servants, members of that committee, I think that no trifling weight must be fairly allowed to attach to such knowledge of, and experience in, this country as were brought to the topic under consideration. "The establishment of an excise in this country, appears to us to be liable to serious objection, whether the tax be considered with relation to the effect which it may have upon the personal convenience of the individuals subject to it, to the means of abuse on the part of the officers of Government, to the means of evasion on the part of the subject, or to the expenses of collection.

"To collect an excise, a great number of officers must be employed, and, as it would be impossible to remunerate their services with large salaries, they must be selected from the lower orders of the people. These persons, who could not safely be entrusted with the exercise of any independent powers, must necessarily be vested with very extensive authority. They must be empowered to search, to visit the private dwellings of individuals, and to seize and detain goods, which may not have paid the established tax.

"Dispersed as they would be through the country, and far removed, in many instances, from the personal control of European agency, it cannot be doubted that they would commit very great abuse, and that the liberty of search in particular would be made the instrument of great oppression, and would frequently be exercised in a manner highly offensive to the feelings of the people. Indeed, nothing could be more revolting to the natives of this country, than the exercise of a power which might trench at all upon their domestic privacy.

"The same circumstances would render it extremely difficult to secure the public revenue. The numerous officers employed, might, no doubt, make large collections, were an excise imposed upon any article of general consumption (salt or tobacco for instance); but we fear that it would be utterly impracticable to devise effectual means to prevent the misappropriation of their collections. Their public allowances being small, and the temptation to fraud operating powerfully at all times, it is not to be supposed, that the apprehension of forfeiting an office of little value, while it is administered with integrity, would deter them from practising abuse, which they would know it must always be difficult to detect. A heavy contribution would be levied upon the people, while the public exchequer derived little benefit, and this may be considered among the worst features† of a tax.

"Nor could the tax be applied in any other mode, either by means of stamps, licences, or otherwise with better prospect of success. Manufactures and articles of

* It is said to cost 13 shillings per ton, or about 6 pence per maund at the Cheshire works.

† This is certainly not a feature of our present system considered as an Indian tax. The salt revenue has been collected at a cost not greatly exceeding that attending the collection of customs duties in Great Britain. *Vide* page 275 of the printed collection of salt papers.

consumption are seldom warehoused in this country in large quantities. *There is no class of master manufacturers, or merchants from whom the duties could be collected generally in gross.*

"The foregoing remarks will have shown, we think, an excise is objectionable upon the ground of expense, that it is likely to be productive of fraud and abuse on the part of the public servants, that the most rigorous system of controul would be necessary to prevent the evasion of the duties, and that such a system could not be enforced without sacrificing the personal comfort of our native subjects, without alienating their regard from the Government, and endangering perhaps, in some instances, the public tranquillity."*

33. The excise on salt was considered in no other light at home than as a necessary evil, which is indeed the best that can be said of any tax, whether it be called an excise or a monopoly. But I think we may fairly assume that the people of England, in submitting to this evil as inevitable, took care that the provisions of the law should be as little vexatious, as little encroaching upon the freedom and comfort of individuals—that is to say, upon their own freedom and comfort—as was consistent with the due realization of the public revenue. I presume in short, that we may consider the excise in England as perfect a contrivance for the accomplishment of the object with which it was established, and as little vexatious as any scheme affording equal security to that description of revenue which human sagacity could devise; consequently, that we could not hope for a better or less burthensome system of excise in this country. We may also assume (for the sake of argument only) that the excise officers would be equally indisposed to oppress or extort in both cases.

34. Now the following are a very few features of the English salt excise system as it was in force until a few years ago, and Government will judge how far it would be likely to work well, or be applicable in this country.

"By the 38th George III, makers and refiners of salt shall provide suitable warehouses, with proper fastenings, which shall be kept locked, except when the officer attends,† under forfeiture of 50*l.* Brine may be added once and no more, but the whole operation must be finished before fresh brine is put in under penalty of 50*l.*‡ Salt shall not be removed out of warehouses except at stipulated times, under penalty of forfeiting the same, carriages, horses, &c., and 100*l.* for every such offence. Persons removing salt without a permit, shall, on conviction, forfeit 50*l.*, or be committed to the house of correction for any time not exceeding twelve months."

"*Warehouses shall be repaired*§ *by the proprietor* within a reasonable time, on pain of forfeiting 20*l.* Officers may seize salt found in vessels and carriages suspected of being clandestinely removed, and persons offending shall forfeit the salt and carriages, &c., *and forty shillings for every pound weight.*‖ The proof of payment of duty lies on the owner, and not on the officer who seizes the same." "Any officer of excise may enter any work-house or place made use of by any manufacturer of mineral alkali or flux for glass, and if such manufacturer shall upon demand, in the day time, (and if in the night, in the presence of a constable or other officer) refuse to permit such officer to enter, he shall forfeit 50*l.*" "Provided also that any officer of excise may *at all times by day or night*, enter into any work-house or other place used by bleachers, and by weighing, gauging, or otherwise, take an account of all salt therein."

"Warehouses are to be approved by the officer *and repaired or altered according to his directions*,¶ and if such warehouses be opened or entered by any person but in the prsence of the officer, he shall for every offence forfeit 20*l.*"

35. Again, by the 45th George III, cap. 14, sec. 2, "the warehouses are to be secured under the joint locks of the officer and proprietor, *nor shall any salt be put into or taken out of such warehouse in less quantity than fifty bushels at one time, and after proper notice of twelve hours, and without the attendance of an officer.*"**

36. Now I would ask any persons of ordinary reflection, and acquainted with the character of the inferior class of native officers in Bengal, what they imagine would be the result to the people, (even assuming that the officers in question would be honest to the State) if such wide openings were left for extortion and abuse as those which will suggest themselves in a moment from a glance at the above rules. The rules of a revenue system which is thus described by an author addressing manufacturers and tradesmen, a class well enough able to refute the account if it was exaggerated. "The manufacturer is subject to

* Extract from a report of the Finance Committee, dated 15th January, 1809.

† It would be a curious speculation to conjectnre how often a native officer would attend a warehouse, the property of an individual, without a bribe, when he knew that the warehouse could not be opened except in his presence.

‡ Who is to decide or report that fresh brine is put in? The native officer!

§ This would be a choice instrument of oppression in the hands of a native exciseman, he would swear that the premises wanted repairing every week, unless strongly moved to the contrary by the proprietor.

‖ This is a pretty round penalty, yet we shall see immediately how far it checked illicit dealings. We are content here with a penalty of four times the value of the salt. In England they took a penalty full five thousand times the value of the article. What would the philanthropists of Cheshire say if our penalty on illicit salt was 5,000 rupees per maund.

¶ This would no doubt be a profitable business for a native exciseman.

** This would certainly be affording facilities to the salt trade of a most singular description, and of which a native exciseman would make singularly good use for his own benefit.

the excise laws; and he pays a heavy duty for every pound of the article which he makes; his coppers, and even his furnace doors are furnished with locks and keys, and he dares not open them but in the presence of an excise officer, and he must give notice of twenty-four hours or more, in writing to the officer before he begins making. His house is no longer his castle into which none may come but by his leave—the excise officers are required to enter it at all times, by day or by night; they may, between the hours of five in the morning and eleven at night, unlock and examine every boiler, and every part of the dwelling-house, none daring to obstruct them without incurring heavy penalties."

37. Again I ask, as Bengal now is, what *could* be the result of such a scheme for realizing the public revenue on salt, but oppression and vexation to an extent dreadful to the people, and dangerous to the tranquillity of the country.

38. Yet will any one pretend that in a country like Bengal, where chicanery is familiar, mendacity and corruption as common as the air, and every sort of evasion a mere matter of course, we could establish an efficient excise system with fewer or less severe checks than that in force at home! If the precautions were fewer and less effectual here than in England we should collect no revenue. If the precautions were as numerous and effectual, then I would ask, whether the system would not, with reference to the utter want of moral feeling in the instruments it would be necessary to employ for its maintenance, with reference to the habits and prejudices of those who would have to submit to its laws, become a curse to Bengal in comparison with which all the evils of the monopoly are trivial and unworthy of a thought.

39. Let it always be remembered that I speak with reference to Bengal *as it now is*. I speak of that class from which we are now compelled to select the subordinate functionaries in all departments, in its present state of utter demoralization. If great European capitalists hereafter show a disposition to manufacture salt on an extensive scale, or if native petty officers become honest with the spread of education and enlightenment, and cease to wrong, to extort, and to oppress whenever they find an opening for the exercise of their powers in those lines—then indeed I shall be prepared to admit that the salt excise system may inflict no greater extent of vexation in Bengal than it did in England, and that the consumer of the article may perhaps be relieved from the payment of one pie per mensem by its introduction. In the mean time, as I should have no hesitation in opposing opinions maintained by great names if they appeared to me erroneous—I have none in declaring my perfect acquiescence in those maintained by men to whom I cannot pretend to compare myself, however remotely, for a single moment—men intimately acquainted with Bengal, and all that concerns Bengal—men of the highest talent, of indefatigable research, and the most extensive experience, who have already pronounced, after mature deliberation, upon the utter unfitness and inapplicability of an excise system in the present state of this country.

40. But it may be said that our present system imposes similar restrictions, and leaves openings for vexations and extortions fully to the extent of the English excise. This I must utterly deny, and I challenge a proof of the assumption either from our salt laws or from the practice of the department. We contract with certain parties who engage to deliver to us a certain quantity of salt in return for monies advanced. For the sake of a great public asset, vigilant precautions are devised to ensure the delivery of the quantity of salt engaged for by the contractor, and partly paid for before delivery by the State; that is to say if no accident of season or other cause prevents its being made. These precautions are supported by law. They are necessary where great temptation exists to the protection of the just right of the State to receive the salt which it has already paid for. But they are confined to limited spots within the narrow belt which includes the manufacturing aurungs; and in no wise spread, as the English excise system is, like a great net over the whole face of the country. Indeed the only part of the monopoly scheme analogous to the excise, is the power conferred in certain cases to search houses for illicit salt declared upon oath to be concealed therein and to exceed one salt maund or 80 pounds avoirdupois in quantity. But even this power is not under any circumstances vested in the salt officers, who may be considered as standing in the place of English excise officers. On the contrary, the law declares as follows:—"*Rules to be observed in cases in which it may be necessary to enter and search dwelling houses, warehouses, and other premises.** All officers of the salt department are hereby strictly prohibited from forcibly entering of their own authority and unaccompanied by a police officer, the house or premises of any individual where contraband salt may be alleged to be concealed, nor shall any house or apartment be broken open on account of illicit salt, except on a statement verified on oath, of more than one maund being concealed therein; and no police officers shall assist in any search, except on the requisition of a salt agent or superintendent, or under the warrant of a magistrate."

41. To compare the above provision with the analogous powers vested in excise officers of a similar grade by English law, would be a mere waste of time. But I trust I have urged sufficient on this head to induce some to pause before the conclusion be jumped at, that an excise duty upon Bengal salt would be less vexatious to the people than a monopoly; or that, if it were even a little *more* vexatious, still the saving to consumers would be so great under the change of system, as to warrant, so far as the State is concerned, the experiment being tried. It could not be of the slightest consequence to

* *Vide* Regulation X, of 1819.

the finances of British India, whether the salt revenue was raised by an excise or a monopoly, if it was as secure under one scheme as under the other. Our only wish in that case would be, that the people of Bengal might be spared from an impost of the former description, so long as the principal instruments for its collection must be sought from the inferior classes of their own countrymen. But there is another point for consideration, even if we could shut our eyes to the evils of an excise upon salt in Bengal; *would* the revenue of the State from that article be as secure as it is now? I must repeat what I have already said. I think it would not.

42. I have hitherto argued upon a supposition that, though the native officer might oppress and vex the manufacturer, in which he would *not* resemble the English officer of excise, he would still protect the interest of the State and do his duty honestly by Government, in which he *would* resemble the majority of English excise officers. This, I need hardly say, was a mere assumption, worthy of all ridicule if it had not been assumed only for the argument's sake.

43. Let the known habits then and moral principles of the class of people who must in Bengal fill the places of the English excise officers be kept in sight, and, without adverting to the superior facilities for oppression and extortion, which would in this country be afforded by an excise in comparison with a monopoly system, let us endeavour to conjecture what would be the result of the change in a fiscal point of view merely.

44. At present the agent contracts with a molunghee, and pays him in part before hand for the delivery of a certain quantity of salt, and the contractor is watched throughout every step of the process employed in its production by officers of various grades; some tolerably well paid, and perhaps somewhat more afraid of losing their appointments than the ordinary and more numerous class. Again, the number of these officers,* all entitled to claim rewards upon seized illicit salt, is in some sort a check. If they all combine, their individual gains are proportionably small, and the temptation to roguery consequently less. If they do not all combine, then any party left out may disclose and break up the confederacy of the rest.

45. Still however, they are native officers of no very high grade, and I am the last person in the world to hint at the possibility of their being honest. I think, however, it will be evident that there is some slight check in their numbers congregated at one spot, and their want of confidence in each other, as well as in their being all liable to the control of a superior officer or two supervising, each chur or hoodah, who would not risk their places lightly. This could hardly be the case in an excise system, as I shall presently endeavour to explain.

46. Admitting however to the fullest extent, that, as far as a native officer is concerned, he will plunder Government as much under a monopoly as under an excise system (that is to say, as much as he can), there is a check inherent in the monopoly, of a real and practical nature, which can never be applied in a scheme of excise so long as, to use the words of an able writer on the subject, and a staunch antagonist of the monopoly, "the hereditary choolah† shall smoke in the manufacturing districts of Bengal."

47. I shall endeavour to explain the check adverted to above. The contractor engages with the salt agent, as already observed, to deliver a given quantity of salt. The agent satisfies himself of the number of the contractor's kallaries, and what they are each calculated to produce. A chur holds as many of these boiling places as can be worked upon it. They may belong to one manufacturer or to more, but the agent knows before the season commences how many kallaries belong to each manufacturer, and the size or capability of each kallary, and makes his advances accordingly.

48. The agent, if he knows his duty, also knows exactly, or very nearly so, how much the choolah of each kallary can produce at a boiling, and how often the brine can be evaporated in the 24 hours. And this evaporation he can insist upon, because he has already paid the molunghee for his salt, and has a right to demand that he should lose no time in completing his engagement quantity.‡

* They are in considerable numbers about one spot; for, under the monopoly system we can confine our manufacture within certain limits,—a chur or hoodah is the denomination for one of these places, and on one chur there may be many boiling places. This, I imagine, could not be enforced in an excise system, the very essence of which is to allow the manufacturer to carry on his work wherever it can be carried on most profitably to himself, so long as he is prepared to submit to the forms, and secure the duties prescribed by the excise laws. If this view of the case be correct, then instead of surrounding certain insulated spots, such as those to which we can now confine the salt manufacture, we should have to scatter excise officers along the whole coast from the frontiers of the Madras Presidency to those of Arracan, so as to follow and watch the salt makers wherever they might show a disposition to establish themselves.

† The choolah is the familiar name for the whole rude evaporatory by boiling. The writer in question perceived exactly the difficulties which are opposed to an excise (though he advocated its ultimate introduction) so long as the salt was produced in small quantities at petty native works, the "hereditary choolahs" in short.

‡ If salt is required by the department, the molunghee is allowed, after completing his engagement, to go on working his kallary so long as he delivers at a fair rate per diem. But if the weather becomes unsettled, which it often does towards the end of a season, or if the molunghee's deliveries begin to decrease, the kallary is then broken up at once in the presence of the agent himself, or of a confidential officer, and the manufacturing place is abandoned until next year. With the first of the rains it is under water.

49. Now, of all this every officer employed on the chur or hoodah is perfectly aware. They make their daily returns of the quantity manufactured (for the delivery of which to the store golahs of Government they become from that moment responsible) at each kallary by each contractor, and on the whole chur. And in making these returns, they are aware that the agent at a glance can detect any material decrease in the produce below what he knows a certain kallary or a certain chur ought to yield.* The only shadow for an excuse for such decrease is, very tempestuous weather or continued rain, neither of which ordinarily occur to any great extent during the principal manufacturing season. Unless these can be urged, the agent knows, to within a quantity of no very great importance, the amount of salt each of his churs and his whole agency should produce daily; and so well does he know this, that the dismissal of the head officer of a chur, if not of the aurung darogah, who has all the churs of the aurung under his control, would follow any material falling short.

50. Tempest and heavy rain alone, as already observed, can be admitted in extenuation of any material diminution in the produce; but then those can rarely be urged unless they actually occur. The agencies, except that of Bullooah and Chittagong, are not so extensive as that bad weather should be experienced in one part of a division without the slightest symptom of it in another part. Besides, the agent would scarcely be so easy as to take the simple word of his officer on the subject. He would either proceed to the spot himself, or dispatch his European uncovenanted assistant (one or two of which are attached to each agency for such duties) or his head native officer, generally a better class of man. Or if he had doubts, he would ascertain from the neighbouring police officers or residents in the neighbourhood, whether there had really been the bad weather reported, or not.

51. These are ultimate checks, very simple in application, which the manufacturing officers can to no great extent evade, and which are in the hands of a high public functionary, whose service and station are sufficient guarantees for his integrity. The officers employed to watch the manufacture are fully aware of them, and perfectly sensible of the danger to themselves from any attempt at evasion. Still they doubtless are, indeed must be, occasionally evaded in a concern so vast as the Government salt manufacture; especially at periods when the weather, happening to continue unsettled, affords the salt officers the only material advantage they can take of the agent. The question however is, whether, imperfect as these checks may be, an excise system (as Bengal now is) would afford any check half as simple, or half as complete?—I think it would not.

52. It is not very easy to conjecture what description of excise scheme the advocates in favour of the substitution of an excise for a monopoly system are pleased to contemplate. For though very loud and astonishingly eloquent in their reprobation of the plan now followed for realizing the salt revenue, they are never so good as to favour us with the details of that which they would introduce in its place. I speak of course only of such as admit that the salt revenue is necessary, but quarrel with the mode of raising it. To those who follow the more simple process of declaring that the revenue is not necessary at all, the objection to the excise and the monopoly must be pretty equal.

53. But presuming that something analogous to the English excise system is intended to be pursued. In that case a man, say the proprietor of a kallary, capable of producing 500 maunds of salt in a season, will take out a licence to manufacture that quantity. He applies on a certain date to the European head of the department for permission to commence his operations. Now the head of the department must either proceed himself to watch the boiling, or he must depute, as in England, a subordinate officer of excise. But, as there would be many hundred boiling places in each district, fixed according to the fancy, or the prejudice, or the convenience, of the manufacturer, it is pretty clear that the European superior could not, with all the will or activity in the world, personally supervise the manufacture going on at each and all at the same period, that is to say during the proper season for manufacturing. He must consequently entrust the control of that vital operation of an excise system, the production of the exciseable article, to such an officer as we now place to watch a single kallary; but who is now watched in his turn by others of a higher grade and better paid, who are in different degrees responsible for the produce of the entire chur or hoodah. What would be the result?—After a time, the officer would make his return that A.B., manufacturer, had heard that the salt market had fallen, or had been disappointed in receiving money necessary to pay his labourers,† or had some other good reason for not proceeding in his design to make salt just at that time.

54. Now the European officer, if he had been three years in Bengal, would not believe either of these statements. He would know perfectly well that the salt had been made, and carried away from the choolah without the payment of one anna excise duty,—with no other payment, in short, except a reasonable douceur to the native exciseman.‡ But what check could the European superior oppose to such a fraud equal in efficacy to that

* I speak of a good agent of course. If the salt department is converted into a receptacle for all who are unfit to be employed in others, it must suffer the fate that would attend inefficient control in any branch of the public service. At present we are fortunate in possessing agents having our confidence; zealous, attentive, and well informed in their duty.

† None of these excuses, it is evident, would be held valid under our present system. Besides, the manufacturer has always to refund the advances if he does not make the salt.

‡ This man must necessarily, as before explained, be of a lower grade and worse class of officer than those now in charge of churs or hoodahs, and whose pay, if employed to watch each individual's produce (as excise officers), would absorb a very large proportion of the revenue.

already shown to be at the disposal of the salt agent? On what defensible ground could he even withdraw his confidence from the native officer, or punish him with dismissal, although morally assured that he had been aiding the molunghee to defraud the revenue?

55. But even were it otherwise, can any one for a moment suppose that the Bengal molunghee could really advance the tax upon salt? that is to say, the excise duty in addition to the cost of making the article, when he now requires the aid of Government in the shape of an advance before he manufactures at all?* The advocates for an excise may allow that this is a difficulty (one, not the least able, has admitted the incompatibility of the excise system with the existence of the hereditary choolah). But then they add, "Have works on a great scale to produce two or three lacs of maunds each. These will afford Government the means of paying respectable European officers of excise at each, and convert the salt divisions of Bengal into an Oriental Cheshire." With this arrangement we have nothing to do—I am only speaking of the salt districts, and of the manufacturers, and of the salt officers as they now are, and not as they may be in the year 1935.

56. But it is curious to see what the opinion was of a writer very conversant with the subject, concerning the fiscal results of the salt excise system even in England. "Notwithstanding," says Mr., afterwards, I believe, Sir Thomas, Barnard, in his work on salt duties, page 29; "notwithstanding the vigilance of the excise officers (a thing not to be hoped for in India), and the severity of the revenue laws, and their endless sequence of bonds, penalties, forfeitures, and so forth, *there can be no doubt of the fact that only about one-third of the salt consumed in England pays duty*," "while an army of excise officers collects the high duties on 50,000† tons, the smuggler receives a lower though still a very high duty on 100,000 tons."

57. Now if this statement (from a high authority on such a question) approximates to the fact, it renders one of the following conclusions inevitable. Either we could introduce a more perfect system of excise upon salt in this country than it was possible to devise and carry into effect in England; or for every maund of salt that would pay excise duty two maunds would be smuggled.

58. I think there will be no disposition to argue that an excise system, even as perfect as that of England, could be maintained in Bengal, and therefore the other conclusion is unavoidable, viz., that the smuggling under our Bengal excise system would be greater than the smuggling under the English excise system. In other words, that more than two maunds of salt would be smuggled for one that paid duty.

59. Now, considering the two schemes of monopoly and excise with reference to their comparative efficiency for the maintenance of the public resources, and merely in a fiscal point of view, the next inquiry is an obvious one, and comes as a matter of course: Are there, under the monopoly system, two maunds of salt smuggled for every maund on which duty is levied? We may answer at once and with unqualified confidence—NO—it is utterly impossible.

60. The population of Bengal, Behar, and Orissa could no more consume with their food 150 lacs of maunds of salt per annum, than they could drink up the waters of the Ganges. No population in the world to the same extent could consume, *with their meals only*, that quantity of salt, which would afford an average per head of nearly 35 lbs. per annum.‡

61. But the conclusive proof is in the revenue. The idea that we could sell nearly 50,00,000 maunds of Government salt, wholesale and retail, at a price which, after paying the expenses of manufacture and of our protective system, still leaves a profit or tax to the State of nearly three rupees per maund: the idea, I say, that we could realize this

* This objection has been endeavoured to be met in a manner noticed hereafter, *vide* paragraph 93 of this minute.

† This of course was a wholly inadequate supply for England and Wales, being not much more than about one-fourth of the average consumption in the Bengal rowannah provinces, where salt is used only with the meals, and not in manufactures and the arts as at home.

‡ In various debates and public documents respecting the salt excise, the consumption has been estimated as follows:—

By Mr. Pitt at less than 56 lbs. per annum for a family of five persons, or about 11¼ lbs. per individual, nearly our Bengal consumption.

By Mr. Johnston (in the report of the committee of salt duties) at 14 lbs, per head per annum.

Mr. Curwen (opposing the continuation of the salt duties) estimated that the working classes consumed a stone of salt, or 14 lbs. per head per annum.

Mr. Rose, in the same debate stated 28 or 29 lbs. per annum as the consumption for a man, his wife, and three children, or less than 6 lbs. per head per annum. This is about the consumption of the Calcutta Free School.

All families and persons liable to the "*taille*" in the provinces of the "*grandes gabelles*," were enrolled, and their consumption, for the "*pot*," and "*saliere*," (*i.e.* the daily consumption, exclusive of salting meat, which the French peasantry rarely practised) estimated at seven lbs. per head per annum; which quantity they were *forced* to take under fines and penalties, whether they wanted it or not. It may be pretty fairly assumed, that the French financiers compelled the unhappy peasantry to take the utmost quantity of their taxed salt which they could with any decency force them to receive. The inquiries of that distinguished and able officer Mr. Trevelyan in the western provinces, convinced him that the consumption there under customs duties was the same as in Bengal, or about 6 seers per head per annum.

price if 100 lacs of maunds of smuggled salt were carried annually into the Mofussil, is nothing short of preposterous.

62. All these considerations lead, it appears to me—treating the question purely as a question of revenue—to only one conclusion; viz., that an excise in Bengal holds out no such flattering prospect of fiscal advantages that, on account of revenue, it should be substituted for the monopoly. On the contrary, we can only infer that, assuming the consumption of Bengal, Behar, and Orissa to be nearly 50 lacs of maunds of salt (the quantity we now subject to the tax), we should realize revenue under an excise on no more than 17 lacs of maunds (or one-third of the entire quantity consumed), even if our excise system were as perfect as that of England, and our excise officers as vigilant and as honest.

63. I have endeavoured to establish in the preceding paragraphs—

First. That the substitution of an excise for a monopoly system would afford no relief to the people from those vexations which are inseparable from the collection of revenue upon an article of local production highly taxed, but that it would, on the contrary, in all probability increase such vexations.

Secondly. That there would be less security for the revenue under a salt excise than under the present monopoly system. In treating of these points, the arguments may be less comprehensive than I could have desired. But let it be borne in mind that we labour under the very serious difficulty of not exactly knowing what description of excise scheme those who are inimical to the monopoly really propose in substitution for the latter tax. If we knew the details of their plan better, we might perhaps find it even a weaker and more unhappy imagination, for the purposes contemplated, than I now venture to assume. At all events, if it is not some great improvement upon the British excise system, then it certainly strikes me that there is sufficient cause to distrust it either as a measure of relief, or an instrument of revenue. Under certain circumstances, it is the clear and bounden duty of a prudent, not to say a humane and upright, absolute Government, to relinquish revenue at all risks, and whatever misery its relinquishment may entail upon the few for the good of the many. In other words, it is incumbent upon such a Government to do for the many what, under a representative system, they would accomplish for themselves. I contend, however, that those circumstances, so far as the salt revenue is concerned, have never been made out beyond very idle, though very benevolent, declamation. The whole case is before any man who will take the trouble to peruse the printed collection of salt papers published by order of Government in 1833. Of course no one is likely to undertake so grievous and wearisome a task for pleasure; but it is a task that it is every public man's duty to humble himself to, and endure, before he assails one of the chief resources of the British Indian Government (if he admits that resource to be indispensable), or proposes a vital change in the system hitherto pursued for its realization.

64. It is beyond question that there are cases, and those not very extreme ones, in which it is the manifest duty of a British Indian Government not to hesitate a moment in altogether relinquishing an asset of the State, whatever may be the consequences merely to the servants of the State, or the interests of persons dependent upon the revenue. But, to substitute for an existing system of taxation, a new system, which should, at one and the same time, add to the vexations of the impost and risk the revenue derived from it, would assuredly be one of the most curious and incomprehensible experiments ever recorded in the history of finance.

65. I now come to consider the third mode in which it appears to be imagined that the salt revenue can be maintained under a changed scheme of realization, I advert to the combination of the excise and custom systems in which the rate of duty per maund on salt should be the same in one as in the other.*

66. It is as well to observe here, that the party which has dreams of an Indian excise upon salt, is composed of individuals benevolently disposed towards and somewhat interested in Bengal, being indeed almost all located in the Presidency. Those who imagine the chief supply importable under custom duties are of course persons who care very little about the Rowanah provinces, but a great deal about the county palatine of Cheshire. The two parties would, I fancy, very gladly spare each other the labour and risk of relieving the Bengal ryot from the burthen of the salt monopoly, and take that gratifying trouble on themselves alone. But the necessity for some degree of decorum and propriety, so essential when there is a great parade of humanity, forces them into a kind of compromise, of which are born those suggestions for the mixed system I hav already adverted to.

67. This is, I believe, rather a departure from the English excise system, which owing to the enormous duty† upon excisable articles, rendered their importation generally speaking impossible, even in cases where it was not prohibited by law. The mixed scheme of excise and customs duties is, in short, a very close approximation to our monopoly system, which admits the importation of salt on payment of a duty about equal to the

* Say two or three rupees per maund on all salt imported, and two or three rupees per maund on all salt produced, in Bengal.

† The salt duty in England was as high as 15 shillings per bushel, or thirty times the prime cost of the article. Our monoooly duty is about five times the lowest prime cost of the article.

duty realized upon salt of local manufacture, and by no means prohibitory, as has been proved yearly, and, in recent instances, to a very great extent.*

68. The observations I have offered upon the salt excise system, and on the importation of salt under customs duties considered separately, are evidently equally applicable to the mixed scheme. The excise part of such a scheme would risk the revenue and remove none of the evils inseparable from a high tax upon local produce. The customs portion would disappoint the expectations of its advocates, who consider it chiefly excellent because they intend to import Liverpool salt.

69. But as there is never wanting on any occasion an ingenious and flattering device of the *ad captandum* sort, it has been discovered in England that the India Government may lower its excise and customs duty on salt to two rupees per maund, and yet maintain the full present amount of revenue, besides producing all kinds of extraordinary effects on the commerce and prosperity of Bengal and Liverpool.

70. Of course, whether the excise and salt customs duty were two rupees per maund, or twenty rupees per maund, still, if they were equal, that is to say, the excise two rupees, and the customs two rupees, the result, as far as Liverpool salt is concerned, would be precisely the same. It could not, I feel convinced, compete in this market under equal duties, either with the salt of Madras, Ceylon or Bombay, or with the pungah salt of Bengal.

71. It is very instructive and interesting however to see a case made out in favour of exportation from Liverpool and against the monopoly; which I do really believe owes to its name half the ill-will exhibited towards it. Had it been called a Bengal excise, or the salt tax, it would not have been nearly so obnoxious to the fancy, whatever it might have been in fact.

72. I advert to the evidence of a great salt manufacturer of Liverpool, Alexander Reid, Esq., given, it would appear, before the East India Committee of the House of Commons in 1832. Mr. Reid observes—"By the same report of 1831, page 762, I find the population to be supplied out of the monopoly amounted to thirty-seven millions and a half, from which I deduct for Cuttack, as not likely to use that salt, two millions; leaving thirty-five millions and a half of people.† The consumption of salt by that population would (this is Mr. Reid's opinion), amount to 62,50,000 maunds' weight."

73. Now, according to this showing, the consumption of the people would amount to $7\frac{1}{35}$ seers per head, instead of 6 seers per head. The first is a theoretical consumption beyond the highest ever estimated by any Indian statist for an Indian population (*vide* notes at page 195 and 196 of the collection of salt papers). The last has been ascertained as the actual consumption; and this Board have too often stated the reasons for believing that, if salt were sold for a little more than its prime cost per maund, the consumption would not materially increase, to render it necessary for me to repeat those reasons here.

74. Until, therefore, we see the facts stated in former papers on the same subject controverted, and the arguments refuted, it is impossible to admit that more than 6 seers of salt per head is required for consumption by the population of our rowannah provinces.

75. Admitting it however, for the present, merely for the sake of the argument—admitting that $7\frac{1}{35}$ seers per head were required, that it was supplied by the Cheshire manufacturers, and consumed by the people of Bengal, what would be the result? The cost of Liverpool salt would be as follows, according to Mr. Reid's statement, and we may rely upon its fairness, because his evidence is candid, sensible, and straight-forward throughout:—

	£	*s.*	*d.*
Assumed price of salt at the works per ton	0	13	0
Cost of transport to the ship	0	3	0
Town dock dues and charges	0	1	0
Insurance at 40 shillings per 100*l.* value	0	0	6
Freight	2	0	0
Per ton	£2	17	6

76. Mr. Reid says that he has been offered freight to Calcutta at 20*s.* per ton, but he admits that 2*l.* may be considered a fair average rate for calculation. I think, on the contrary, that it is much too low. It may indeed be a fair rate now, when ships do not

* No less than about six thousand tons of Bombay and other salt have been imported, and paid duty, during the present year, and more is arriving. I imagine that the entire import of the year will not fall short of ten thousand tons.

† From this number we, in Bengal, make a large deduction on account of a great population living in, or on the borders of, the salt districts, and whom nothing short of an army of preventive officers, (and those honest officers) combined with a system of espionage and search which no native population could submit to, would compel to consume highly-taxed salt. They can always, in those districts, make the small quantity required for home consumption, with hardly any labour and less danger; and when they can do this, it is scarcely to be supposed that they would even take the trouble to go to the neighbouring market to buy the article if it was selling there untaxed. It might as well be expected that a man, having a mangoe tree full of good fruit by his cottage door, would go and purchase mangoes at the hauth.

come out in numbers too great to obtain return cargoes; but if 240,000 tons of shipping* brought salt from Liverpool, I should really like to know how, in the present state of the commerce of this country, return cargo is to be supplied to such an enormous extent. If it is not supplied, freight must be paid upon the salt so as to cover the voyage out and home, and that freight could not, I think, be estimated at less than 7*l.* or 8*l.* per ton.

77. I have no desire, however, to take advantage of this oversight, although I think it right to notice it. We will therefore assume that salt can be brought alongside the Calcutta custom-house at 2*l.* 17*s.* 6*d.* per ton of 27 salt maunds, say sicca rupees (at an exchange of 2*s.* per rupee) 28-12 as. To this add duty at 2 sicca rupees per maund, or sicca rupees 54 per ton. Then there are wastage, agentage, pilfering, warehousing, landing charges, weighing, &c., say 5 rupees per ton, add profit at 6 annas per maund (which would give about 5,000 rupees, or 500*l.* on the whole cargo of a 500 ton ship),† and the salt would pass into the hands of a set of dealers, such as now purchase salt at the Company's sales.

78. Recapitulating the account, it stands thus:—

	SA. RS.	AS.	P.
Cost of importing 1 ton or 27 maunds of salt	28	12	0
Duty as proposed at 2 rupees per maund, on 27 maunds ..	54	0	0
Wastage, interest on money, agentage, port charges, landing charges, weighing, warehousing, &c.	5	0	0
Profit to importer at 6 annas per maund	10	2	0
Total per ton .. .. Sa. Rs.	97	14	0

79. Now even at our present monopoly rates the average price of salt, including the tax of about 3 *rupees* per maund, is rather less, on a general average, to the first purchasers than 4 rupees per maund, or sicca rupees 108 per ton.

80. The cost of transportation to the consumer, the native merchant's profits, &c., would, I assume, in both instances, be equal, and enhance the price, say to Patna and the western frontier of our Rowanah provinces, one rupee per maund. The imported salt would therefore come to the most remote consumer at a cost of sa. rs. 124-14‡ for 1 ton or 27 maunds; and our monopoly salt now reaches the same consumer sa. rs. 135 for 1 ton or 27 maunds.§

81. Now, supposing that the ryot uses the quantity assumed by Mr. Reid, or $7\frac{1}{35}$ seers per annum, the cost to him for his year's supply of salt imported from Liverpool, would be as near as possible 13 annas.

82. At our present monopoly rates the same annual consumption of $7\frac{1}{35}$ seers would cost the ryot $14\frac{1}{17}$ annas, so that the gain of the ryot, whose comfort is the ostensible object of so much discussion, though we believe he has not the slightest idea upon the subject himself,‖ would be $1\frac{1}{17}$ of an anna in twelve months.

83. This, however, is taking the monopoly tax at about 3 rupees per maund, and the custom tax on Liverpool salt at only 2 rupees per maund, evidently an unfair way of treating the question, and only put to show (supposing the duty to be 33 per cent. less under an excise and custom duty than under our present monopoly, but the consumption the same under both), how little the poor ryot, whose name is the watchword with the anti-monopolists, would gain by the exchange.

84. But if we reduced our monopoly duty to 2 rupees per maund, which we might easily do by declaring salt imported under British colours to be liable only to that duty, then, our monopoly salt would reach the ultimate consumer at the rate of sa. rs. 4 instead of sa. rs. 5 per maund, while the Liverpool salt could not reach him at less than sa. rs. 4-10 per maund.

85. One grand objection which has always been urged with a great air of triumph, which is no doubt in one sense unanswerable, and which in serious truth hardly deserves to be answered until the tax upon salt can be dispensed with altogether, is this, viz., that the tax falls equally upon rich and poor. Indeed, it falls in one sense more equally than its adversaries to the westward of the Cape of Good Hope imagine, for in general a wealthy Bengally consumes no more salt with his own meals, owing to the peculiar mode of living amongst this people, than a poor one.¶ I am very much perplexed, however, to discover how this is to be obviated either by an excise system, or a custom duty upon salt. Be the excise or the duty never so light, they must still in one sense draw an equal amount per day or per year from the poor man and from the rich one: an element of taxation indeed which is inseparable from any impost upon a necessary of life, especially

* The British shipping now resorting to this port from the United Kingdoms may be taken at from fifty to fifty-five or sixty thousand tons per annum.

† This would obviously be an insufficient profit unless return freight was obtained; and how the Gangetic provinces are to supply 2,00,000 tons of return freight to Liverpool (for many years to come) is not very apparent.

‡ Equal to sicca rupees 4 10 per maund.

§ Equal to 5 sicca rupees per maund.

‖ *Vide* letter of January 26, 1832, paragraph 85, and other parts of the printed collection of salt papers.

¶ Both consume about six seers per annum. The wealthiest man in Calcutta consumes no more. *Vide* collection of salt papers.

upon one like salt, the consumption of which for alimentary purposes* must be limited by a taste or distaste common to all men.†

86. The only possible reply to this is an admission of its truth,—but followed by a protest that the salt duty, though it must in this country of necessity fall to the same extent per head on poor and rich, need not be so high—I cannot admit that what may be called an indirect poll tax, somewhat analogous to the English corn laws, can be deemed immoderate, while it only takes from a ryot paying no other tax‡ less than 2 per cent. upon his annual earnings. Still I am certainly not at all disposed to maintain so desperate a position, as that a duty of 2 rupees per maund would abstract as much from a ryot's earnings, insignificant as that abstraction is at present, as a duty of 3 rupees per maund. But here the question again becomes a purely political one, can the British Indian Government dispense with that rupee per maund, which would be equivalent to dispensing with rather more than thirty lacs of rupees per annum, net revenue? For I must again repeat my conviction, that a decrease of 33 per cent. in the tax would not, under any circumstances, be followed by an increase of 33 per cent. in the consumption.

87. But to return to the evidence already referred to, and to which weight is manifestly attached in England, as it is specially quoted at length in a work of no great reputation indeed, but bitterly hostile to the Company—Mr. Reid says, "The manufacture of salt is of such a description as to make it comparatively easy to levy an excise duty upon it. I conceive, in the manufacture of salt, even situated as it now is under the Company's regulations, the Company could turn round to the levy of a duty much more easily than they can regulate the manufacture and the sale."

88. Unfortunately (or rather fortunately for himself) Mr. Reid has never been in a salt agency, or he would have seen that the manufacture of salt (as at present conducted) is exactly of that description which renders it the very last manufacture in the world upon which an excise duty could, with any certainty, be levied.

89. Mr. Reid goes on—"I think that, if the Company were to regulate a certain rate of duty upon salt, whether manufactured in India or imported, it would improve the revenue, and that it would be very easily accomplished. I think that the regulations under which the salt duty was collected in England would apply partially to the state of circumstances under which the salt is manufactured in Bengal." My reasons for differing from Mr. Reid's opinion have been fully detailed in this minute, and I have only to repeat my impression, that if our regulations for collecting the salt duty in Bengal were no more complete and efficient than those rules under which it was collected in England, we should only collect about one-third of the revenue we collect at present. But let it never be lost sight of that, in the western provinces, one portion of the contemplated system, viz., a custom duty upon salt and no monopoly, has already been tried, and with what result? Let it be given in the words of Mr. Trevelyan's report upon the custom and town duty system. "The average quantity of salt which each individual consumes in the course of the year, is generally, and I believe correctly, calculated at six seers, at which rate the annual consumption of the above tract§ would amount to 46,07,396 maunds; but the quantity which paid duty last year was only 15,18,601 maunds, yielding a sum of rupees 15,84,237 to Government, only *one-third of the population* therefore consumed salt, which had paid duty! The population of Bengal and Behar is estimated at 37,577,929, on an area of 149,217 square miles, which gives 253 to the square mile. The total quantity of salt cleared from the Government go downs in 1832 was 48,67,808 maunds. The population of the lower provinces, therefore, exceeds that of the western tract only in the proportion of 37 to 30; but the quantity of salt which yields revenue to Government in the former, exceeds that which pays duty in the latter in the proportion of more than 48 to 15."

"Whence arises this great difference? Bengal and Behar always yield considerably upwards of a crore of rupees, while the western tract, with nearly an equal population, yields less than 16 lacs. The cause to which the small amount derived from the duty on salt in the Upper Provinces, compared with what might reasonably be expected from this source, is to be attributed, is that the article is smuggled across the western frontier to an enormous extent."

90. The reason assigned for the above results is the weakness of the custom line on the western frontier. No doubt it is the true one, and when that line is strengthened, the customs revenue upon salt will materially improve; but the line can only be strengthened at a very great expense. Place the same amount at our disposal for strengthening the

* And let it be remembered it is only for those purposes it will be used here for a very long period.

† It need hardly be shown that it is only theoretically and in one sense, that the tax upon either salt or bread can be said to draw an equal amount per day from the poor man and the rich, or that *literally* speaking, the salt tax in India and the corn laws in England, impose a poll tax of equal amount upon the poor man and the rich man. As in England, the wealthy man provides the bread for his servant's table, so in Bengal, the wealthy man provides salt for his domestics and retainers and hangers on, of which last, "the parasite class," there are always more than enow in a great Bengally family. My admission, therefore, that the salt tax operates as a poll tax of the lightest and least obnoxious kind must be taken with very large allowance.

‡ *Vide* paragraphs 77, 78, 79, 80, 81 and 82 in report of January 26, 1832, pages 98 and 99 of the printed collection of salt papers.

§ The provinces supplied with the western salts brought from beyond our frontier.

Bengal salt preventive service, and I will be bound to improve the revenue from the monopoly, so as to pay the outlay for establishments many times over. At present I only compare the revenue results of an imperfect customs' system with the revenue results of an imperfect monopoly system, salt being the article taxed in both. Those results speak for themselves. In the one case, it is a repetition of the excise matter in England, two maunds smuggled for one which paid duty. In the other, such a proportion of smuggled to dutiable salt is clearly impossible for the reasons already assigned.

91. Mr. Reid says all premises in Scotland and England upon which salt was made were "regularly entered and licensed by the excise; they were put under strict survey. There were two locks on the premises, one kept by the revenue officer, and the other by the proprietor, and the one could not have access without the other." Now I would beg any one acquainted with the salt manufacture in Bengal to admire the applicability of this portion of the excise scheme of England to our molunghee producer. Pretty premises truly are those in which he stores his salt! four mats and a roof of leaves. Why, the whole edifice is not worth the cost of a lock and two keys, even if twenty locks and twenty keys would secure the salt contained in such a fragile receptacle.

92. "Even," says the evidence, "where the salt *pans* cover an extensive surface of ground, it is quite easy to watch the manufacture to any extent." No doubt it is when there *are* salt pans, and above all when there are honest officers. But no English salt manufacturer can have an idea of a chur extending some miles, covered with a hundred or two hundred separate small boiling places, each belonging to a particular proprietor imbued with the true Bengally instinct of chicanery, each having its own little "premises" to store salt, and each to be watched by an officer who is, if possible, a greater rogue than the molunghee—who would be so at all events if the monopoly checks formerly detailed were removed.

93. Again, "It would not be fair to charge the duty on the salt as it is collected from the salt pans, but the salt should be permitted to pass from the pan to the warehouse without any charge of duty being then made. The way it was done in England under the duty system was, that the salt was taken from the pans into the warehouse under locks of the excise officer and manufacturer, and the duty was charged upon the quantity when taken away from the warehouse." Here is the warehouse with two locks again, and surrounded by four *walls* which a little child could remove, and after he had taken out as much salt as he wanted, replace again. And the salt is to be permitted to pass from the pans (choolas) to the warehouse! Truly in Bengal it would require some peculiarly ingenious device to make it pass from the pans at all—at least if the excise officer's report on the subject was to be taken, for nine times out of ten that veracious document would return "No salt made."* It may be thought by simple persons, that this would be easily obviated by giving the excise officer the full value of the salt, inclusive of the excise (say 3 rupees per maund) on all seizures of the article attempted to be removed, except to the warehouses. But a scheme analogous to this has already been tried, and the result was salt being manufactured in large quantities *on purpose* that it might be seized; and even if the manufacturer received imprisonment† in default of paying the fine levied upon him under the law, he was especially content to lodge in so pleasant a place as a dewanny jail; get well fed, have nothing to do, and share with the seizing officer the amount of rewards which had been paid to that functionary on the salt, whose attachment had been concerted between the two parties—Mr. Reid would be exceedingly astonished if any one was to propose a scheme to him of the above description, involving a six months' residence in the county jail. Yet our Bengal Reids, so far from being startled at such a suggestion, would think it a very sensible and proper speculation.

94. But then comes the crowning absurdity of the excise system with reference to its applicability in Bengal. "The salt manufacturer was obliged to come into a very heavy bond to Government for any duties that he might be subject to, but they were only charged when the salt was taken from the warehouse." Now it is scarcely possible for any one who has ever seen a molunghee, to treat with gravity the idea of the ten or fifteen thousand principal manufacturers, who are no more after all than mere peasants making salt each on his own account, each coming under a heavy bond to Government for any duties he might be subject to. Why we cannot even now get certain and available security for the ordinary advances, say 200 rupees for 500 maunds of salt, although those advances are made with caution so as never to pay the molunghee much beyond what is due for salt already delivered. Let any one imagine therefore calling upon the man who now delivers 500 maunds of salt, and who cannot produce it without borrowed capital, to execute a bond with sureties for duties to the amount of 1,000 or 1,500 rupees.

95. With one more extract from Mr. Reid's evidence, I shall conclude—"I have been enabled to have access to documents in which the mode pursued by the molunghees in the Sunderbunds is fully and accurately detailed, and, from the information I have derived from those documents, I do not entertain any doubt that a duty might be charged upon the same principles as it was charged upon the salt in England, with perfect security to the revenue; for the chowkey establishment already in operation could manage the duty

* Of course it is not contemplated to force a man to make salt, if he heard that the price in the market had fallen.

† Say six months—for our law does not allow a smuggler to be incarcerated for a year, as the English salt excise did.

system just as well as it manages the present monopoly trade system. If a revenue was so charged and private individuals were allowed to trade in salt, buying and selling as they pleased, and when they pleased; and if salt imported into Calcutta over sea was charged with a fixed and certain duty, and placed on its import in warehouses, similar to those in which the home-made salt should be placed, and if the duty should only be paid when the salt was taken out for consumption, under those circumstances the British merchants would not have any difficulty whatever in entering into free competition with the natives, and supplying the salt according to its price and value. Under such circumstances, from the information I have obtained, I believe that salt could be supplied to the consumer in Bengal at a much lower price than it is now supplied. My impression is, that salt could be supplied to the consumer at a much lower price than it now is, and also of a very superior quality."

96. Upon this last extract, I beg to observe—

First. That no documents whatever could give Mr. Reid an idea of the state of the salt manufacture in Bengal—a man must see it to comprehend it.

Secondly. That (as I have endeavoured to show) no system would in the existing state of Bengal, secure so large a porportion of revenue upon salt consumed as the present.

Thirdly. That salt imported over sea *is* now charged with a fixed and certain duty, and that it can, under the provisions of Regulation XV, of 1817, be placed on its import in warehouses precisely similar to those in which the home-made salt is placed—with this difference, that no warehouse rent is charged upon imported salt, though it is charged upon the home-made salt, soon after it becomes the property of purchasers at our public sales—the justice of which distinction is not very palpable.

Fourthly. That duty need only be paid (under the same regulation) upon this imported salt, when it is taken out for consumption, provided it be taken out of the warehouses, where it is stored free of expense, within a year. If it is not taken out within a year, it must pay duty—surely a year is a sufficient time for the sale of an article in constant every-day request.

Fifthly. That the British merchant, if he is content with the same profit which he would realize under an excise or customs duty system, might now compete with the native merchants with precisely as much advantage to himself as he could if those taxes were substituted for the monopoly.

Sixthly. That the salt would only be supplied lower to the consumer in Bengal (so long as a customs or excise duty was levied upon it) to the extent of the difference between what Government now pays the molunghee for his salt, and the price at which private competition and European enterprise might produce it.

And seventhly. That the natives, with the exception of a few who have adopted European habits and ideas, do not care one anna for the quality of the salt they eat, so long as it is of that description most satisfactory to their prejudices. Government can ascertain this in an hour by directing a confidential officer to call before him a few wealthy native merchants of Calcutta. Let them be asked what salt they eat, and let them be requested to bring specimens of it; then let them be asked why they do not use the refined salt used at the tables of Europeans, for, as any Englishman knows who partakes of a dinner daily, we can have our salt here precisely as white as it is in London. In this office, the experiment has been tried with respectable and rich Hindoos, and they have declared with great indifference, that they had not the least idea why our white table salt should be preferred to the more dusky condiment they have been used to, but quite the reverse, because, said they, making it white takes away its flavour! But an equally conclusive proof is in the sale prices of the fine white salt of Liverpool and America, as compared with those of the country condiment which the natives most affect. I do not pretend to understand or account for this taste, any more than for that which leads them to prefer fish not altogether fresh; and soft over-ripe mangoes. I merely state the fact:—

Sale of May, 1833; Price per 100 Maunds.

	SA. RS.	A.	P.
Cuttack boiled Salt { Cuttack	381	11	2
Cuttack boiled Salt { Khoordah	446	0	0
Cuttack boiled Salt { Balasore	439	6	5
24 Pergunnahs boiled	390	13	7
Jessore	398	0	0
Solar evaporation salt { Madras	372	7	1
Solar evaporation salt { Cuttack	367	4	9
Fine Liverpool salt at Sulkeah	363	0	0
Damaged agency boiled salt at Sulkeah	416	6	5

Sale of September, 1833; Price per 100 Maunds.

24 Pergunnahs boiled salt	398	9	4
Jessore	386	5	8
Chittagong	372	13	2
Narraingunge seized salt	365	0	0
Liverpool salt at Sulkeah	363	0	0

Sale of October, 1834; Price per 100 Maunds.

	SA. RS.	A.	P.
Liverpool salt at Sulkeah	382	13	4
Tumlook	377	4	2

This is the only instance of excess of price; the salt was purchased, I believe, by an European house for curing meat.

* Sale of November, 1834; Price per 100 Maunds.

Cuttack boiled salt at Sulkeah	Cuttack	419	3	2
	Khoordah	424	0	0
	Balasore	423	0	0
Tumlook boiled		372	0	0
Made at Mr. G. Prinsep's works, Balleghatta refined salt at Sulkeah ..		370	3	0
Seized salt at ditto		370	6	10
American salt at ditto		346	0	0
Liverpool salt at ditto		367	3	6

97. I must again beg it may be borne in mind, that in all the preceding remarks, I speak of a change of system with reference to the salt manufacture in Bengal, *as it now* exists. With reference also to the moral character of the manufacturer, and of the instruments we should be compelled to employ in working a scheme of pure excise or of mixed excise and custom duties. If Mr. Reid and a few other great Cheshire manufacturers will settle in the salt agencies—if they will establish salt works capable of producing in one spot, say even a mile or two miles square, five or six or ten lacs of maunds in a year, so that we can place well paid, respectable, trustworthy officers in charge of them, every three or four sets of works being supervised by a covenanted servant. If such great manufacturers will give those securities for the duties which their capital and respectability would enable them to command; then I shall be prepared and very happy to take an entirely new view of the question, though the consumer will be little benefited after all. I have no greater predilection for monopolies in the abstract than Mr. Mill or Mr. McCulloch. But, if the revenue derivable from the salt monopoly is essential to the maintenance of the peace and welfare of British India, then, looking upon all taxation as a mere choice of evils, I do believe the monopoly to be not only a less evil, but a better means of raising the required amount, than either a Bengal excise or a mixed excise and customs system.

98. If great salt works can be established in the place of the "hereditary choolah," I shall probably change this opinion; but that experiment may be tried as well under a monopoly as under an excise system; and we are about, as already observed, to solicit the sanction of Government to its being made. In the mean time, having never ceased to consider the subject, I think that certain changes might be effected in our scheme of monopoly (without departing from the principle, or at all relinquishing our check over the production of salt,) which would at least meet many objections, and certainly simplify the working of the whole system to a most desirable extent. I allude to the plan of fixing prices for the salt of each ghaut† and selling to all applicants in any quantity of not less than 100 maunds. Granting orders upon the agent, and rowannahs for the protection of the salt when cleared (as at present) in return for a ready money payment. This measure has always been favourably thought of by the Court of Directors, and many recent circumstances have induced us to give it a particular reconsideration, the result of which I shall propose to submit to Government almost immediately.

99. It may possibly please the Governor of Bengal to place this paper before the authorities at home, with such observations as the local Government may think fit to add, prior to the next session of Parliament. With reference to this possibility, I must crave permission to add a few words. The once fine character of the English people is so wholly obscured by a spirit of selfishness,‡ so lowered by universal jobbing, by a

* Since this minute was written, there has been a further sale from Sulkeah of Liverpool and French Salt.

Sale of December, 1835; Price per 100 Maunds.

Hidgellee boiled salt	394	3	0
Jessore, ditto	394	14	11
Cuttack, ditto	431	9	7
Khoordah, ditto	436	14	5
Balasore, ditto	436	14	3
Liverpool salt	393	0	0
Marseilles salt	382	14	2

† A plan which is materially simplified by the recent reduction in the number of the ghauts where golahs are established.

‡ "We have, (and the present state of the House shows it) quite business enough of our own to do without endeavouring to attract the attention, or to procure the attendance of members to questions so little interesting to them as the concerns of India.

"This House has not the time necessary for the performance of these duties, nor has it the

ravenous craving after wealth, and a base servility to those who possess it, that any line of argument with respect to a public matter, such as that which has been adopted by this Board with reference to the Bengal salt monopoly, is immediately set down as originating in no other than selfish and interested motives. Let the following extracts, from a paper published in England on the subject, speak for themselves; they are moderate and rational, compared with the customary outpourings on the same subject:—

"The monopoly is so very profitable to the few who enjoy its exclusive privileges, that in its vilest form it never wants a giant champion."

"The existing corn laws of England, and salt laws of Bengal, create cruel monopolies of the chief necessaries of life, and thereby starve the many to surfeit the few; the monopolists of the land of England, and the monopolists of salt in Bengal, join their hosts and put forth their proved champion to defy opposition."

100. With reference to the above considerations, I think it advisable we should state, —and our statement is subject to the correction of Government, if it is open to such correction,—that personally we can have no possible interest in the maintenance of the Bengal salt monopoly on its present footing. No desire to see it maintained, beyond a rational desire that this tax should continue, if the good of the country requires the revenue, rather than a new one should be introduced not less vexatious in its operation, and less efficient for the purposes of collection. My colleague will, in all probability, leave India long before a question so heavy and perplexing as that now under consideration can be decided; I myself shall not remain long after him. But, setting this consideration entirely aside, the salt monopoly is only one of the seven branches of the public service now managed by this Board. It is by no means the most perplexing or engrossing, and the remaining six are quite sufficient to afford ample and profitable occupation for the most vigilant and active controlling authority. Besides, this is assuming that the salt revenue could be wholly relinquished. If any other scheme of collection is introduced, it will most likely require, for some years after its introduction, a greater, instead of a less, supervision than our present scheme. Under no circumstances that I am aware of, would a revenue of a million and a quarter sterling be likely to find its way into an Indian treasury without being well watched on the route. But, put the extreme case that every branch of this Board's duties could be abolished, we have still a title to employment, so long as we are not unworthy of it, in common with the other members of our service, and we need entertain no apprehension of wanting that consideration which Government is ever ready to concede to the just claims of its faithful servants to the extent of their deserts—more we have no right to require, or expect.

101. I am quite aware that the preceding observations would be altogether superfluous, and that I should only be talking idly were they addressed solely to the Government of Bengal. But in other quarters it may not be so well understood that the members of this Board can be influenced by no selfish considerations in advocating the maintenance of the salt monopoly. That we have, in short, no interest in it beyond the interest which must be common to every one of ordinary reflection, really anxious for the welfare of British India, not to see a great source of revenue rashly tampered with to please benevolent enthusiasts in Bengal, or placed in jeopardy to gratify mercantile enthusiasts in England, so long at least as the amount is indispensable—absolutely indispensable—to the maintenance of peace, and order, and good government in this vast empire.

H. M. PARKER, *Junior Member.*

Board of Customs, Salt and Opium,
the 2nd of November, 1835.

P.S. On referring again to the 58th and 62nd paragraphs of this paper, it occurs to me that the following objection may be urged:—It is assumed in the minute that under an excise and customs' system in Bengal 2 maunds of salt will be smuggled for 1 maund that pays duty, because the same result is said to have attended the working of a similar system in England; but in adopting this assumption one thing is overlooked, viz., that the temptation to smuggling in England was greater than it will be in Bengal, because in England the tax was about thirty times the value of the article, while in Bengal the tax will be only about three times the value of the article. But to this I would reply—*first*, that in the western provinces under a customs' system two maunds of salt must already have *been* smuggled for each one that paid the duty; and *next*, that the tax upon salt in

necessary knowledge, nor has it sufficient motives to acquire the knowledge requisite to enable it to discuss an Indian budget or an Indian local grievance, or to enable it to be a faithful representative of the Indian people. A broken head in Coldbath Fields excites more attention and greater interest in this House than three pitched battles in Hindostan."

Several Honourable Members.—Hear! hear.

Mr. Macaulay.—"I am not in the slightest degree exaggerating. This is no figure of speech, it is a real fact, and in confirmation of the accuracy of the remark, I am sure hon. gentlemen must remember, that on a former night, when my right hon. friend the President of the Board of Control made his most important statement of the measures which the Government intended to propose for the future government of 100,000,000 of people, there were fewer members in the House than generally attend the discussion of a Turnpike Act or a Road Bill." Extract from a speech of Mr. Macaulay on the New Charter (Debate of 10th of July, 1833.)

Bengal, though bearing a less proportion to the value of the article, has always been strenuously maintained (with reference to the comparative wealth of the two countries) to be a heavier tax upon the Bengal consumer than the English excise was upon the English consumer. Now, if this last argument, which has been so strenuously urged, is a correct one, (and it may be so,) I have a right to assume that greater efforts would be made to avoid paying the Bengal tax, than those which were made to avoid paying the English tax. In other words, that under an excise in Bengal, a greater quantity of salt would be smuggled, in comparison with that which paid duties, than was smuggled in comparison with what paid duties under an excise system in England, or more than two maunds smuggled for every maund that paid duty.

H. M. P.

Enclosure No. 1.

Extract from a Letter addressed by the Board of Customs, Salt and Opium, to Government, on the 19th November, 1834.

119. In the concluding paragraph of our report of the 30th of August last, we mentioned that it was our intention on a future occasion to place a curious fact before Government. It is this: we have always, as your Lordship is aware, estimated the consumption of salt in this country at 6 seers per head per annum, taking the population all round, and without reference to the proportion borne by adult males or women to each other, or to children. Now, we find from evidence before the House of Commons, from the Hobart Town Almanack, and from recent travels in Australia, that the allowance of salt to convict servants is as follows, in New South Wales and Van Diemen's Land :—

In New South Wales.

Two ounces of salt per week for all convict servants, whether male or female; this is equal to 6lbs. 8oz., or say $3\frac{1}{4}$ seers per annum.

In Van Dieman's Land.

To a man, 2oz. of salt weekly.*
To a woman, $1\frac{1}{2}$oz. weekly.†

120. But it may be said this is a stinted supply; Government will judge whether that be very probable from a consideration of the rest of a convict servant's allowances.

In New South Wales.

Weekly	lbs.	oz.
Wheat	12	0
or 9 lbs. of Flour,		
or 9 lbs of Wheat and $3\frac{1}{2}$ lbs. Maize.		
Beef or Mutton	7	0
or Salt Pork $4\frac{1}{3}$ lbs.		
Soap	0	2
2 Frocks or Jackets per annum.		
3 pairs of stout Shoes „		
3 Shirts „		
2 pairs Trowsers „		
1 Hat or Cap „		

No persons can diminish the rations or allowance of clothing ordered by the Government Regulations.

In Van Dieman's Land.

Weekly to a Man—	lbs.	oz.
Meat	$10\frac{1}{2}$	0
Flour	$19\frac{1}{2}$	0
Sugar	0	7
Soap	0	$3\frac{1}{2}$
For a Woman—		
Flour	$8\frac{1}{2}$	0
Meat	5	0
Tea	0	2
Sugar	0	8
Soap	0	2

The clothing allowance for men more ample than at Sydney.

* Equal to three seers four chittacks per annum.
† Equal to two seers and seven chittacks per annum.

121. Now, it cannot be presumed for a moment that, in so liberal a provision as the above, salt, an essential necessary of life, and not an expensive one, should have been the only article stinted.

122. We are of course liable to be asked whether we really contemplate limiting the free population of British India to a convict consumption of salt. By no means; we only intend to point out how wide a range there is between the actual quantity of salt *necessary* for the consumption of a full-grown man, and that which we assume as the consumption per head of a whole population without reference to age or sex.

123. Now, our argument is this, viz., that the population of the rowannah provinces, if generally impoverished by any cause whatever, might materially reduce their consumption of salt, without being actually stinted or compelled to that reduction by the high price of salt. A ryot may, under the pressure of bad times, even be able to procure his usual quantity of rice, yet, for economy's sake, reduce his consumption of salt (as of any other article) one-third, and still have more than is considered sufficient for a stout European labourer. But in general we imagine the ryot, under such circumstances, reduces his consumption of rice, and then there is no possible cause why he should not reduce his consumption of salt, exactly as he will reduce his consumption of oil or tobacco, or any other article less essential than rice which he purchases in the bazaar. In short, we see no reason why a ryot should be put to discomfort for want of salt, even if he reduced his consumption in order to provide for other expenses, which a distressed state of the country would render him less able to meet, say half a seer per annum. He would still have an annual quantity of salt nearly twice as great as that provided for an European male labourer in Australia, even supposing that the consumption throughout Bengal was the same by each individual, without reference to age or sex, which is clearly not considered to be the case at Van Dieman's Land.

124. Now, assuming that not more than two-thirds of the population,* and the poor surely bear this proposition to other classes, reduced their consumption to $5\frac{1}{2}$ seers per head per annum instead of 6 seers. The difference in the quantity of salt which the market could take off under such a reduction would be 2 lacs and 50,000 maunds less per annum.

Enclosure No. 2.

Abstract Translation of a Petition from Nedheeram Mundle and others, (150 in number,) Molunghees of Aurungs Midunmul, Gurghatta, Mooragatcha, Choremul, Calcutta, Pygatty, and Bullandah, in twenty-four Pergunnahs, to the Board of Customs, Salt and Opium, dated 19th Bhadru, 1242 B. S.

The petitioners represent that, in consequence of the soil of their country being impregnated with brine, they are incapable of getting up any agricultural production, and, from this circumstance, they (as a people) have from early ages subsisted solely by manufacturing salt, which privilege has been continued to them uninterruptedly under the Company's Government; that most of them have been ruined and reduced to a starving condition by the effects of the late salt water inundation, and, to complete their misfortunes, the salt agent has this year notified that the seven aurungs abovenamed should be abolished, a measure which will not only deprive the petitioners of the power and means of ever paying the balances due by them to the Government, but be the cause of the destruction of many thousands of its subjects, whose lives have frequently been preserved at a considerable expense by aid afforded in times of famine and public calamity, and by benevolent and charitable assistance. The petitioners believe that the Government has never been a loser by the salt trade, but, on the contrary, a gainer of four-fold profit, and they only regret that it should be unfortunately discontinued in their districts, while orders have, they understand, been issued to other zillahs to manufacture more salt than has been produced in former years.†

The petitioners pray that the Board will be pleased either to authorize the salt agent to allow salt to be manufactured by them, making the usual advances, *or to allow the petitioners to manufacture it themselves, and to deliver it to the Government without advances.*

* We estimate that our public sales are calculated to supply about thirty millions of consumers at six seers per head per annum.

† This was a misapprehension of the petitioners.—H. M. P.

APPENDIX F.

A Collection of Papers containing Evidence and Opinions against the Retention of the Monopoly, and in favour of the Substitution of a System of Excise upon the Manufacture.

Parliamentary Papers.

No. 1.—Extracts from Minutes of Evidence, taken before the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, in 1836.

Extracts from the Evidence of Mr. Alexander Reid.
Extracts from the Evidence of John Crawfurd, Esq.
Extracts from the Evidence of Hugh Stark, Esq.
Extracts from the Evidence of Sir Francis Doyle.

No. 2.—Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, in 1836.

Extracts from a Paper put in by John Crawfurd, Esq. Appendix No. 76, page 203.

No. 3.—Extracts from Minutes of Evidence, taken before the Select Committee of the House of Commons on Indian Territories in 1853.

Extracts from the Evidence of D. C. Aylwin, Esq.
Extracts from the Evidence of F. J. Halliday, Esq.

Official and other Papers.

No. 4.—Extract from a Memorandum on the system of the management of the Salt Revenue at the Three Presidencies, by Hugh Stark, Esq.; prepared for the Committee of the House of Commons in 1832.

No. 5.—Extracts from Mr. Trevelyan's Report upon the Inland Customs and Town Duties of the Bengal Presidency, 1833, page 137.

No. 6.—Extracts from a Report prepared by the Chairman of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, in 1836, but not adopted or officially published.

Appendix F. No. 1.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India, in 1836.

Extracts from the Evidence of Mr. Alexander Reid, Cheshire Salt Manufacturer.

307. Are you of opinion that the existing tax upon salt might, conveniently to the Company, and without any injury, be changed into an excise or custom duty?—It appears to me it could be done much more easily than by watching both the manufacture and the sale. The Government are now obliged to keep an establishment to watch the sale, and to watch the manufacture.

308. Were you acquainted with the excise system that existed in England before the repeal of the duty?—Yes.

309. Do you think it was efficient for the purpose?—Quite so.

310. Can you detail any of the particulars of that establishment to the Committee?—The salt was removed from the pan when made to the warehouse. The duty was levied upon the removal from the warehouse; the excise officer had a key to the warehouse; and the proprietor was only allowed to go to the warehouse to see his goods in company with the excise officer.

311. Do you see any objection why that system should not be equally applicable to India, or any other country?—There can be no possible difficulty; it appears to me it is quite new that anything in the country should render it more difficult to levy a duty upon the salt, than to levy that duty, in the shape of profit, upon the manufacture and sale.

Extracts from the Evidence of John Crawfurd, Esq., formerly in the Bengal Medical Service.

466. Have you any plan to suggest in place of the present salt monopoly?—I have.

467. Will you have the goodness to favour the Committee with an outline of it, taking into consideration that the revenue, amounting to 1,200,000*l.*, derived from salt must not be diminished?—The Committee, of course, is fully aware that it is a difficult and very large question, and that it is almost impossible to treat it in such a manner as to do it justice, by mere parole evidence; I have, however, prepared a scheme, which I shall beg leave at a future opportunity to tender to the Committee. In the meanwhile, I will state the outline of that scheme. I have always understood that the amount of the revenue received from salt by the East India Company was to be preserved. I never considered the question with any other view than that of preserving the original revenue to be derived from salt. I do not mean to say that salt is a very proper subject for revenue any where, but particularly in a country where salt is naturally dear, where there is no natural internal production of it, and where, from circumstances that are unavoidable, it is impossible that it can be cheaply manufactured on the spot, even if there were neither tax or monopoly. But I know at the same time, that it is extremely difficult to get 1,200,000*l.* out of the pockets of the people of India by any better means. I have, therefore, considered that the revenue was to be maintained at about 1,200,000*l.*, or a million and a-quarter. In the monopoly districts, then, I would propose, in lieu of the existing monopoly, an excise duty on the local produce, limiting the manufacture to those parts of the country in which salt can be most cheaply manufactured, and limiting it also to such parts of the country only in which the revenue might be collected without extraordinary risk of smuggling; that is, where it may be most properly and conveniently watched.

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497. Do you conceive that the system of excise and customs which you have proposed would as effectually tend to the suppression of smuggling as the present system?—If such a system were accompanied by a reduction in the amount of the tax, it ought to be more effectual; and I cannot conceive, under any circumstances, why it should be less effectual. I look upon the existing system as a bad and complicated system of excise. The Government has three functions to perform instead of one: it has to look after the manufacture; it has to look after the trade; it has to look after the revenue, and it is obliged to have a set of officers to do all these three things. Now I think it would simplify matters considerably if its superintendence were reduced to one duty only, that is, to the collection of the tax. This would save the interest of money advanced on account of the manufacture, save all losses sustained by inundations and storms, all losses from malversations of public officers not of the nature of revenue, and from losses now accruing from bad debts from the molunghees. I find, upon inquiry, that the permanent charges of the existing system amount, or at least did amount, in round numbers in

1831—32, to about 176,000*l.* sterling. Now, it must be recollected that this is altogether independent of the other fiscal establishments of the country, which are engaged more or less in defending the integrity of the salt revenue. The whole department of the customs, the collectors of the land tax, and even the very police establishments are engaged, more or less, in protecting the salt monopoly. There is clear evidence that they are so engaged in the papers which I see here on the table of the Committee. There are large items included in the above charge of collection, which of course would not be included at all under an excise; for example, the rents paid for the salt pans, the rent of grass and jungle lands; for a great deal of the salt, as the Committee perhaps is aware, is made, for want of proper and sufficient fuel, by using straw as such, and, I believe, dry grass also. There would also be deductions from the present charges of collection for the sums paid to the landowners as a remuneration for the privilege they once enjoyed of manufacturing for themselves. There are other charges too which might be reduced, if not altogether abolished. I allude more particularly to the immense sum which is paid annually to the Governments of France and Denmark, but especially the Government of France, for maintaining the salt monopoly, an amount which was fixed by convention in Europe.

498. At what amount?—40,000*l.* a year to the Government of France, and 1,500*l.* to that of Denmark. The Government of France is supplied with salt also according to the terms of the convention with it, to what I conceive to be an exorbitant amount. Instead of being furnished at the rate of 12 lbs. of salt per head, the supposed consumption of the East India Company's own subjects, the French are furnished, as far as I recollect, at the rate of 23 lbs. or 24 lbs. a head, very nearly double the amount that is reckoned to the British population. The quantity to be furnished is, in accordance with the terms of the convention, to have reference to the amount of population. The actual quantities are to be seen in "The Selection of Papers relating to the Bengal Salt Revenue," but it is unnecessary to state them.

499. The supply is not in money, but in salt?—In money and salt. The salt is to be given at the prime cost, that is, without charging a tax upon it; and the 40,000*l.* are for any loss the Government of France may be supposed to sustain from the surrender of its right to tax salt. I do not know what the revenues of Pondicherry and Chandernagore are, but I have not the slightest doubt, in my own mind, but that the principal revenue which the Government of France derives from its Indian possessions at this moment arises from the 40,000*l.* which it receives on account of the salt monopoly in Bengal.

500. Are those extraordinary charges of which you speak capable of reduction, or independent of the substitution of your system for the existing one?—Some of these charges might be abolished altogether, for example, above 20,000*l.* paid to the zemindars.

501. I do not see why you introduce them in the present question, which is as to the substitution of the system you purpose for the existing system, for they seem to be entirely independent of it; they may be capable of reduction or not, but it does not depend upon the substitution of your system for the existing system?—If they are abolished it will not be necessary to pay the zemindars compensation for their original right to manufacture salt. It will not be necessary to debit the salt revenue, as is now the case, with a considerable portion of the land tax; and lands belonging to the Government itself, and now used for the manufacture of salt, may be assessed to the land tax like any other lands.

502. That would not enable you to compensate the land owners?—It is the privilege to manufacture which they relinquish, and for which compensation is paid.

503. If you were obliged to compensate them you must compensate them now?—There is no compensation required; you have only to restore to them the right of manufacturing salt.

504. Would there be any difficulty in finding European or Indian capitalists to embark in such undertakings, provided the monopoly were to cease?—I have never contemplated for one moment the possibility of such difficulty occurring. All the funds that go towards carrying on the salt manufacture, under existing circumstances, are not the property of the Government, they are the funds of the State levied in the shape of tax by the Government. Those funds have never been the property of the East India Company, who had no property, considered as a Government, except the property of the people, which they take as tax. With very heavy charges, the whole prime cost of the salt at the present moment, does not equal half a million sterling a year. Now I believe that the indigo exported from Bengal, and which is entirely the property of the English and Bengal merchants and manufacturers, but particularly of the first, is of upwards of four times that value. I mean, of course, the export value of it from Calcutta, which includes cost of production, charges and profits, in the same way in which the real or declared value of the goods exported from this country are estimated.

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534. Supposing the monopoly ceased to exist, do you imagine that the salt would be less deteriorated than it is at present in retail?—In supposing the abolition of the monopoly, I have supposed a reduction in the prime cost of salt, and a reduction of the duty; and I have supposed the possibility of getting an ample supply of salt, and at a cheaper rate. Under those circumstances, I think it would be extraordinary indeed if there was not less inducement to adulteration than there is at present, from high price and restricted supply. If there were a greater number of merchants competing with each

other, there would be a greater likelihood that the article would be supplied freely and purely to the public, than by the competition of a comparatively small number of individuals.

535. Do you imagine that private individuals, in case of a free competition being established, could supply it cheaper, or as cheap, than Government do now?—I have not the least doubt in my own mind but that it would be supplied cheaper by private individuals. I think if the case turned out to be otherwise, it would be an exception to all experience. I would refer in illustration to the free-trade prices of tea, in comparison to the prices under the same parties who now exercise the salt monopoly. I believe it would be difficult to deny but that the same quantity of tea which was supplied under the monopoly, and which was bought at 2*s.* per lb., may now be had in any quantity at 1*s.*; and I believe the experience of any person, since the opening of the tea trade, will show that the tea is as good as ever it was, a good deal fresher indeed.

536. Have the Court of Directors at any time proposed the actual suppression of the manufacture of salt at Bengal; and if so, show your authority, and on what ground that was done?—In a despatch of so late a date as the 10th of June, 1829, such a project is alluded to by the Court of Directors, in the following words:—"The impression upon our minds is, that an arrangement far preferable to that which now exists might be made for obtaining the whole of the supply from the coast, and putting an end to the Bengal manufacture, with its complicated and most expensive machinery altogether." That was written at a time when the revenue derived from the monopoly was in a tolerably satisfactory state, and two or three years before it was possible for the Court of Directors to be aware of the defalcation which has taken place of late years.

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543. Does not the existence of an extensive adulteration of Bengal salt indicate the absence of a wholesome competition?—It indicates the existence of a high price and inadequate supply, which high price and inadequate supply would not exist, or at least would not exist to the same extent, where there was free and open competition. The usual effect of such a state of things, with respect to any commodity, is adulteration, as well as smuggling.

544. I think you said before that you have no means of stating with any precision the extent of that adulteration?—If the Indian authorities had been disposed to examine this question carefully, and if there had existed any intention on their part to discover the adulteration, there would have been no difficulty whatever in the matter; the impurities consist of earth and sand for the most part, and the mere solution and evaporation of the salt, and the comparison of the pure salt with the salt in its original state would have exhibited, of course, the extent of the mechanical impurity; I have heard it estimated at 10 and 12 per cent., and I should suppose that is the smallest amount; it consists of sand or filth added after the purchase at the public sales.

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557. Would there be any difficulty in disposing of those people by settling them upon those uncleared lands, in case the supply of salt was obtained from other quarters?—I should think there would not, for in the immediate neighbourhood of the salt manufactories is to be found the greatest extent of rich and uncleared land which exists in any part of the Bengal provinces. The number, however, does not, according to the estimate of the Board of Customs, Salt and Opium, appear to be very considerable after all.

558. Will you be so good as to state the number of persons employed in those manufactories?—In a note on the alleged suffering and coercive labour of the molunghees, by a gentleman of talent and great diligence, Mr. Parker, then Secretary to the Board of Customs, Salt and Opium, and now a member of that Board, the number is stated from his own calculations to amount to between 60,000 and 70,000 only. With respect to finding employment for those persons, the Government itself, indeed, seems to have considered that there was no great difficulty in it, for it has discontinued the manufacture of salt in a great number of the kalaries or manufactories, and consequently thrown a great number of the molunghees, or salt manufacturers, out of that particular employment.

559. Are you aware what change has taken place in the condition of those persons where the manufacture has been discontinued?—The alteration has been too recent to enable us to determine what has been the result, but I make not the slightest question but that the molunghees thrown out of the salt employment, have found no difficulty in obtaining other employment. The town of Calcutta, for example, is close at hand, to which labourers resort from a distance of 400 or 500 miles; and where the wages of labour generally are very nearly, perhaps altogether, double what they are in most of the rural districts of Bengal.

560. Is it not possible that the same persons, or many of them, that are now employed in the making of salt, would be equally employed in whatever hands the direction and manufacture might fall?—Of course, if the manufacture can be conducted profitably; if salt can be manufactured more cheaply on the spot than it can be imported on the payment of the same duties, the manufacture must be continued, and of course will employ as many persons as it now employs, and at the very same rate of wages; if it cannot be so conducted, I have not the slightest doubt but the individuals who are now engaged in the manufacture of salt will find abundant employment in the cultivation of the soil, or in town labour.

Extracts from the Evidence of Hugh Stark, Esq., Senior Clerk in the Revenue Department of the Board of Control.

1251. Supposing the present monopoly system to be condemned, do you think that it would be possible to substitute an excise system which can secure a revenue equally well to the Company?—I have no local knowledge to guide me; but the subject is noticed in a letter from the Board of Customs, to which I have already referred, dated the 28th of August, 1833, in which it is stated, that no person who knew anything of the people of Bengal would propose an excise system in that country. They do not explain in what manner the numerous native agents now employed are prevented from committing frauds upon the revenue, and upon the manufacturers, under the existing system. Under any system it would certainly be unsafe to allow money to pass through the hands of such a class of native officers as are now employed in superintending the local manufacture.

1252. Have there not been suggestions in favour of an excise system made at various times by persons well acquainted with the country?—I have no recollection of such proposal as a substitute for the monopoly with the exception of that contained in the Report of the Committee of the House of Commons of 1832.

1253. Is not the present system one that could be easily converted into one for levying an excise duty?—It would be necessary, in that case, to employ a greater number of well-paid European superintendents.

1254. You are obliged to exercise a degree of control over the manufacture?—Yes; but the present system is founded on certain estimates of the productive powers of every salt work in the several agencies, and advances are made by the agent, with strict reference to the ability of the salt manufacturers to complete their contracts. The salt agents receive accounts from the native officers, showing the quantity of salt manufactured at the salt works daily. Whether the excise system in this country was founded upon a similar principle of check I am not sufficiently acquainted with the details to offer an opinion; but if the success of an Indian excise law depended upon minuteness of accounts it would have the benefit of such accounts in Bengal.

Extracts from the Evidence of Sir Francis Doyle, Chairman of the Board of Excise.

1283. Did you ever hear it asserted, in a pamphlet by Sir Thomas Bernard, that two-thirds of the salt used in this country was smuggled salt?—I certainly at the time heard a great many reports of that kind; but I have no hesitation in saying I apprehend it could not be correct. There is no reason to suppose, in the salt sent out for home consumption, that smuggling to any extent took place. I think it is possible that a good deal of salt sent coast ways, for the purpose of the fisheries, might have been misapplied. Most of our regulations had reference to that source of fraud.

1284. If there was no export of salt duty-free and no fisheries to be supplied with salt duty-free should you anticipate any difficulty in the collection of the revenue, or anticipate smuggling to any extent?—Certainly not. Of course my experience is limited to the circumstances of this country.

1285. Supposing the duty to be laid on in this country for salt destined for exportation, or for the fisheries, or for the purposes of agriculture, do you apprehend any difficulty in the collection of the revenue?—None whatever. I think it is a duty extremely easy to be collected, and one in which the revenue would be less likely to be defrauded than many others.

1286. Do you say that with reference to the salt raised from brine-pits, or made in a manufactory?—I should say generally, either as to salt made from brine brought up from brine-pits, or the salt made from rock-salt into brine, or the salt made from the natural evaporation of sea-water. I believe the local manufacture and the circumstances of it are not likely to expose the revenue to fraud to any extent. I do not mean to say that a little salt may not be carried away by people about the works, but not to any extent.

1287. You think it is a manufacture that may be easily watched under almost any circumstances, and in any situation?—Yes.

1288. Suppose the salt made by solar evaporation, as in India?—I think there would be no difficulty in that, because, to make salt to any extent, the process must be carried on openly in large premises, and it could not escape notice; it is not like malt, where you may put barley into a sack, steep it in a well, and carry it off; but there must be a large open space for the manufacture of salt, and a process carried on that would expose the parties attempting a fraud, I should consider, to certain detection.

1289. Do you recollect at what percentage the tax was supposed to be collected?—I do not at this moment, but I think 33,000*l.* covered the whole expense, and the revenue received was about 1,500,000*l.*; it was not an expensive collection at all in this country; it was under three per cent.

1290. When the salt duty existed in this country was the manufacture limited by law to any particular district, or were any manufacturers at liberty to invest their capital in it anywhere?—I do not precisely recollect, when the duties were under the old Salt Board, what the limitations were; but there were certain salt-works established in several places

at that time; when, however, the duty was transferred to the excise, long before I had any connection with the department, no refinery of salt could be set up at a greater distance than ten miles from the pits where the rock-salt was found; it was limited to that, with the exception of certain places where refineries had existed before the passing of that law; there was a saving clause in the Act, which gave those persons power still to go on with the refinery at those places, although they were at a greater distance from the pits; this limited very much the establishment of salt works.

1291. Supposing the introduction of the excise system into a very extensive country unprovided with salt, and there was great difficulty in watching the manufactories spread over such an extensive district, do you think it reasonable in such a case to limit the manufacture to certain districts particularly adapted for the manufacture of salt?—That is a matter of general policy, to which I am no more competent to speak than any other person who may turn his attention to the general subject. Considering it merely in a revenue point of view, there can be no doubt you would levy the duty with more certainty and regularity, and at less expense, if you limited the place.

1292. Do you conceive a limitation of that kind would go far to meet the objection you have alluded to?—No doubt of it; at the same time I apprehend the manufacture of salt to any extent cannot be carried on clandestinely; it is that sort of manufacture that must invite the attention of every person that goes through the district; they must see that such a work, such a manufacture, is going on, and of course the persons carrying it on and not making entries with the departments that may be appointed by any Government to have the superintendence of it must be subject to penalties; and the fraud, I should fancy, could not easily escape the vigilance of the common police of the country, which are in connection with Government. I do not apprehend, though the district may be extensive in which there are the means of making salt, that, with ordinary precautions, it would lead to any very great smuggling, though if you limited it to the particular districts where the materials are most plentiful, it will, of course, give a greater fiscal security than you could have if it was carried on in every part of a very extensive country.

1293. In point of fact the places at which salt could be manufactured in England during the time the duty existed were very limited?—Yes, they were limited.

1294. They were limited generally to the districts where there were salt-springs or mines of rock-salt?—The particular effect of the regulations was undoubtedly to limit the salt-works to those districts; there was no limitation as to the places of making salt by the evaporation of sea-water; that manufacture might be carried on anywhere.

1295. But the manufacture of salt or the making of salt from salt-water, at that time, in England, was carried on to a limited extent?—Comparatively speaking it was; the natural brines were much stronger. There was a considerable manufacture in the neighbourhood of Lymington from sea-water; it happened to be a favourable situation for it, and it was carried on there to a great extent.

1296. May I ask you if the salt manufacturers were in general persons of capital who made the salt on a large scale?—I apprehend some of them were persons of considerable capital; but I cannot speak distinctly to that. My impression is that it did not necessarily require a very large capital to carry on the business, because the duty was not charged till the occasion arose for disposing of the article; therefore it did not require a very large capital. The buildings, pans, and warehouses were costly.

1297. Suppose the places had been much more extended, and the salt manufactories more numerous, and the salt made in less quantities, I presume the expense in the way of watching, and the difficulties in the way of the collection of the revenue, would be greatly increased, as a necessary consequence?—No doubt of it; if the manufactories were multiplied, there must be an increase of persons to watch them; but I do not apprehend that, in proportion to the number, there would be an increase in the smuggling; there would undoubtedly be an increase of expense.

1298. Is there not something peculiar in the manufacture of salt, which enables you to exercise a superintendence over it, whether it proceeds from brine or rock-salt, or solar evaporation?—Yes, from the extent of works in which it must be carried on.

1299. Was not the smuggling that took place of salt chiefly confined to petty pilfering at the works?—Yes; the smuggling was confined very much to the duty-free salt sent to the fisheries on the coast. We had some suspicion that a great deal of salt was improperly obtained, which went to the coast. We did not think that at the warehouses where made there was much smuggling.

1300. Was not the salt made in Scotland and Ireland principally made by solar evaporation?—In Scotland altogether from sea-water; with regard to Ireland we had no account of it.

1301. You are able there to exercise a degree of fiscal superintendence?—Certainly, just as we did at Lymington, where the salt is made entirely from the evaporation of sea-water.

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1306. Was every salt manufactory obliged to have a separate place to which the salt should be conveyed and deposited safely under a lock with double keys?—Yes, under the locks of the excise.

1307. And all salt was conveyed in the first instance there, and paid duty upon being removed from there?—Yes, paid duty if intended for home consumption, not if intended for exportation and the fisheries; it then went from those warehouses under bond.

1308. You consider the existence of such warehouses and places of complete security as indispensable for the protection of the excise?—Yes.

1309. Do you not allow credit for the duty to those manufacturers who take it out for home use?—I think six weeks' credit. I think our Collectors went their rounds every six weeks, and they had credit for that time.

1310. At least six weeks?—I think so; I do not think longer credit.

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1319. Are you aware of any difficulty that would exist in applying the excise system, such as you have described to have existed in England, to the Bengal provinces?—I am not aware of any reason why it should not be applied there. I think salt must be manufactured in the same way in India as here. I think the same system of surveys might be established there as here, and I should suppose with the same results. India is an extensive country, certainly, and there may be in the interior of it difficulties in the collection of the duty of which I may not be aware. I suppose there exists at present some checks upon the illicit manufacture, which would be enforced in any case. It might require a larger establishment in different places of officers to secure the duty thoroughly, but I do not see any difficulty in applying the same system to it that exists in this country.

1320. Assuming that the manufacture of salt is carried on at a series of pans for boiling sea-water at intervals along a coast of 1,000 miles, and each set of pans manufacturing under three tons of salt, would you, under such circumstances, think the excise system applicable at any expense that could be borne by the duty?—In the first place it would depend on the rate of duty; if you suppose a great many small manufactories to be established all along an extensive line of coast, it must naturally require a good many officers to superintend so many manufactories, and would be attended with a good deal of expense no doubt.

1321. Do you think the excise system applicable under such circumstances?—I should say it was applicable, and no doubt the revenue might be secured. If the works are numerous, but not large, you would have fewer officers in proportion than if the works were all large. The officers must be so arranged as to have a check upon all the works. You must endeavour to combine economy with security. I am not prepared to say that the duty would not be secured by the excise system.

1322. Of necessity at a great expense?—Unquestionably, under the circumstances stated, it would be at a great expense.

1323. Are you aware that considerable manufactories in India, such as indigo, sugar, lac-dye and others, are carried on by a comparatively small number of capitalists; and would not that be the case with regard to salt under an excise?—I do not feel competent to answer that. It may happen that the manufacture of indigo may require more knowledge and capital than the manufacture of salt, which is a very simple manufacture indeed, being nothing but the evaporation of brine; and where the situation as to the sea-water is favourable, and where the power of the sun is so much greater than it is here, there is more facility for making salt, and by a greater number of persons, than in the manufactures which Mr. Wilbraham has specified.

1324. There would be no occasion for a large advance of capital in order to carry on that manufacture?—I should apprehend not.

1325. Not having turned your attention to India, you are not aware of the mode of manufacturing salt?—I believe it is by evaporation chiefly; my impression is, there is a sort of earth which is dissolved in water, and which produces the brine.

1326. Whether the mode be by boiling or evaporation, what you have expressed as to the collection of the duty would equally apply?—I cannot see any difference; if done by artificial heat, it will be done with more ease than if merely by solar evaporation.

Appendix F.—No. 2.

Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India in 1836.

Extracts from a Paper put in by JOHN CRAWFURD, Esq., Appendix No. 76, page 203.

The Board of Customs, in reference to the imposition of an excise duty, observe, that they "cannot imagine any person acquainted with the feelings of the people in India, or the habits and characters of the native agents whom it would be necessary to employ, seriously advocating the substitution of an Indian excise for the present system."* Surely

* Letter from the Board of Salt, &c., to the Governor-General, August 28, 1833.

this is no better than taking alarm at a mere name; the substance, without the name, already exists in many forms. The existing system itself is in truth an excise, the establishment of which is not only charged with the collection of the revenue, but with the manufacture of, and even to some extent the trade in, the matter which affords that revenue. Instead of having one simple duty to perform, the existing establishment has a threefold one. It combines the complex and incompatible duties of the exciseman, the the manufacturer, and the trader. In securing the present revenue, there is employed what may be looked upon, in so far as expense is concerned, although not in efficiency, a distinct Board of Commissioners. There is at the Presidency a large establishment to conduct sales and collect the revenue. There are employed on the spot large and expensive establishments, often corrupt and generally inefficient, to superintend the manufacture and suppress smuggling; and there is a triple line of revenue police, under the name of a chowkey establishment, or preventive service. But besides this, not only all the revenue establishments of the country, but the police establishments also, are expected to be aiding and abetting. Foreign States are paid yearly *douceurs* of an enormous amount to maintain it; the tax in the western provinces is raised to such an extent for its protection, as to promote excessive smuggling, followed by a corresponding loss of revenue, while the trade of Madras, of Bombay, of Ceylon, and even of England, are shackled to give it security. In a word, the fiscal system, whatever be its name, which levies a heavy duty on a native manufacture, at an expense by its own showing of 30 per cent. to the contributors, is an excise tax, and a very imperfect, and very expensive one too. But there are other forms of excise through India, to serve the timid as a precedent. The duties levied on spirits and drugs are of the nature of an excise. So are the town duties; and even the transit duties. One of the most liberal, as he is one of the ablest of the public officers of the Indian Government, pronounces the last-named class of taxes to be "a monstrous system of universal excise, under the name of a custom-house duty."* But we have an example still more in point. The existence of an excise on salt at Bombay, established under the sanction certainly, and I believe at the suggestion, of The Court of Directors themselves.†

In the event of the establishment of an excise upon the local manufacture of salt, it would of course be indispensably necessary to limit and define the places in which the manufacture might be conducted. In the peculiar circumstances of Bengal, this would be a matter of little difficulty. There are no salt springs or salt lakes, or salt mines in the interior. The whole manufacture is confined to a coast of no very great extent; and here it can be conducted only by the process of boiling, and that only during little more than half the year. Even here, however, there is a natural limit. There are but two districts in which the manufacture can be conducted with tolerable economy; those of Hidgellee and Tumlook. Indeed, if the manufacture were left to itself, it would probably be restricted to Hidgellee, which produces near one-third part of all that is manufactured in Bengal; and this at a cost by one-third less than the average of the other stations of manufacture. In truth, on the average of three years, the cost and charges at this agency amounted to no more than 77 rupees; whereas, by the last reports, the average of the whole is no less than 125 rupees.‡ To force the production of salt, therefore, at any other place than the cheapest, is the same thing as imposing a tax to the amount of the difference, and a tax which, although a burthen to the people, is of no earthly benefit to the Government. The quantity of salt yearly consumed in the monopoly district, including contraband and impure salt, cannot well be less than 60,00,000 maunds, all of which is enhanced in price to the amount of the difference. The difference then between 77 rupees and 125 rupees, in this case, is a tax on the value of above 60 per cent., while the annual burthen it imposes is no less in amount than 270,000*l.* sterling.

In a report of the Board of Customs to the Governor-General in 1833, the limitation of manufacturing places for fiscal purposes is objected to, on account of the "large amount of industrious population" which it would throw out of employ.§ According to the estimate of the Board itself, the population engaged in the manufacture of salt is calculated at between 50,000 and 60,000. One-third of these at least would not be thrown out of employment; and, for the rest, it is, to say the least of it, not proved that the condition of the molunghee is superior to that of any other labourer, while it is not to be forgotten that this class of men is placed exactly in that part of Bengal where the population is thinnest, and where good, uncleared land is most abundant.

The Board of Customs, however, in two short years had occasion to alter their opinion entirely on this subject, and made to the Governor-General the following propositions, which have been duly sanctioned and approved, that is, have become law; namely, to abolish altogether, rather than reduce the manufacture in those pergunnahs where smuggling is supposed to be most extensively carried on; to abolish the manufacture in those pergunnahs where the salt is least profitable; to concentrate the manufacture as much as possible; and to abandon the manufacture in places where the brine is weak, and, if possible, carry it on in others where the water is strongly saline.‖ Thus have the

* Report upon Inland Customs, Calcutta, 1834, page 57.

† Memorandum on the system of Salt Revenue, 1832.

‡ Papers on the Bengal Salt Revenue, page 235. Letter from the Board of Customs, Salt, and Opium, August 30, 1834.

§ Letter from the Board of Salt, &c., to the Governor-General, August 23, 1833.

‖ Letter from Bengal to The Court of Directors, September 23, 1835.

Indian authorities tardily adopted a measure, which common sense and necessity would long ago have forced upon any ordinary manufacturer or trader. The Court of Directors, as will be presently seen, have disposed in a still more sweeping manner of the question of throwing the salt manufacturers out of employment; for they have suggested the abolition of the manufacture in Bengal altogether, without even alluding to the manufacturers. In short, it appears from the history of the salt monopoly, that when an argument is wanted in support of the revenue, the welfare of the molunghees is either pressed into the service, or neglected, as happens to suit the occasion.

It is made an objection to the abolition of unprofitable stations of manufacture, that the Bengal boiled salt being preferred by the consumer, it is necessary that the Government, as the public protector, should stand forward to supply them at whatever cost.* It is alleged that the natives have in some degree a religious prejudice in favour of it. This cannot be true, because the boiled salt of Cuttack, produced at a distance from the Ganges, produced by a people foreign in language and manners to the people of Bengal and Behar, and imported by a sea voyage by hands held impure by the consumers, fetches a higher price at the public sales than the produce of the local manufacture. There is no doubt but that the people of Bengal, like all other people, will give a preference, under equal circumstances, to the commodity to which habit has accustomed them. I have heard it asserted when in Bengal, that the preference which they gave their own and the boiled salt of Cuttack, over salt more skilfully prepared, and therefore purer, arises from its containing an unusual proportion of sulphate of magnesia and other septic salts, which enhance its pungency, and consequently make it more economical in use.

In the event of restricting the manufacture to the few places in which it might be most cheaply conducted, and the tax most conveniently levied, it has been alleged that untaxed salt might be manufactured elsewhere, and the revenue defrauded. This apprehension however, is, I am happy to find, treated very lightly by the Board of Customs. "The danger of illicit manufacture, where there is no Government manufacture to screen it, we hold," it says "to be very small, if the agent and superintendent are on the alert, and the zemindars of the district are from time to time reminded of the penalties in which such a manufacture may involve them."† Another advantage, indeed, might be derived from a limitation of the places of manufacture. Scattered as they are under the existing system, the Board itself admits that there is a local population of 3,000,000, whose salt it is impossible to tax. The revenue would benefit, and there would be no injustice in subjecting these parties to the same impost as the rest of their countrymen. They would still, from their locality, have cheaper salt than others; if, indeed, salt can anywhere be made in Bengal cheaper than it can be imported.

The Court of Directors themselves, as I have already hinted, have been so struck with the abuses which accompany the manufacture of salt in Bengal, that they have suggested the most summary and sweeping reform on this subject, of which I have yet heard; namely, the total abolition of the manufacture throughout Bengal, with what they truly call "its complicated and most expensive machinery," and the obtaining of the whole supply from the Coromandel coast.‡

In favour of a moderate excise duty in lieu of the present system, I can quote with pleasure the able, instructive and liberal report of Mr. Trevelyan, to which I have already referred. But as, in my personal evidence before the Committee, I have given the passages which refer to this subject, I need not at present enlarge upon it.§

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I sincerely believe that the objections which have been made against the practicability of raising a revenue upon salt, by duties of customs and excise, within the provinces at present subject to the salt monopoly, are, for the most part, imaginary. Indeed I am convinced that such taxes would be found of a far more practicable and efficient character than the unwieldy monopoly; and I have in favour of this opinion the great experiment made of establishing a monopoly of salt in the western provinces, shortly after their acquisition; and which having resulted in a complete failure, ended in the necessity of recurring to the old system of fixed duties.

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The manufacture of salt, and even, for that matter, its importation by the Government for fiscal purposes, may not unaptly be compared to the importation of tea into England under the old system, in so far as the public revenue was concerned. As it is now said of salt it was then said of tea, and by the very same parties, that a monopoly afforded the best of all possible means, not only for securing a good, ample, and certain supply to the public, but also the only possible means of preventing smuggling, and securing a large public revenue. In respect to tea, the results are so notoriously the reverse of all these allegations, that I may save myself the trouble of describing them. The manufacturing, the commercial, the shipping interests, and the public revenue, have every one of them benefited by the abolition of the tea monopoly. I predicted very early that such would be the result; and now I predict, with equal confidence, that similar good results will follow from the abolition of the salt monopoly, and the substitution of a moderate and fixed tax.

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* Letter from the Board of Salt to the Governor-General, August 28, 1833.
† Select Committee on Salt, 1836, page 133.
‡ Letter from the Court of Directors to the Governor-General, June 10, 1829.
§ Report upon the Inland Customs, Calcutta, 1834, page 137.

Appendix F.—No. 3.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons, on Indian Territories in 1853.

Extracts from the Evidence of D. C. Aylwin, Esq., a Member of the Firms of Aylwin and Co., at Calcutta, and Aylwin, Brown, and Stacey, at Akyab.

6975. Are you not aware that several thousands of the subjects of the East India Company have their maintenance by this manufacture?—I am aware of the molunghees, but from the testimony of every one who knows them, and from my own personal experience, I should say that the most wretched human beings under British rule are the molunghees, or manufacturers of salt in India; and I believe I am borne out in that statement, by the opinion of every one who has either been among them, or has ever written about them.

6976. Are you aware of the fact, that whenever the Bengal Government has diminished the manufacture of salt, and discontinued any of its factories, very great misery has been sustained by a number of people, in consequence of being thrown out of employment?—I should think that very likely. These unfortunate wretches, who are the children of slaves (their ancestors having been in slavery many years), are really only one remove from animals; they are totally unfit for any other occupation. A cessation of their present means of livelihood, I have no doubt, would for a certain time cause great distress among them; but I should presume that the East India Company, with their well-known philanthropy, would certainly take means of preventing any unpleasantness arising, supposing that should be the result.

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6983. If the manufacture of salt by the East India Company ceased, would the price be raised, in your opinion, or would the importation meet the demand?—The best answer that I can give to this question is, that in the face of the most vexatious bonding regulations imposed by the East India Company, with the express purpose of excluding foreign salt, the imports have been increased from 10,498 maunds in 1829—30 to three millions and a quarter in 1851—52; and there is very little doubt that we could supply the other 3,000,000 were the market open to us, and the East India Company to abandon their manufactnre.

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6986. Would it not be necessary in that case that they should entirely prohibit and prevent the manufacture of native salt in the country?—It is not necessary to prohibit it. Natural causes will always prevent salt being manufactured in Bengal. If you look at the Bay of Bengal, and the situation of the salt factories there, you see the enormous quantity of fresh water poured down from the whole of the Gangetic range into the Bay of Bengal. You could not select a worse place for making salt than the Bay of Bengal; it is half fresh water there. One can see clearly that it is impossible for salt made in those localities to compete even with the Madras and Bombay made salt; it is, no doubt, made in a rude manner in Madras and Bombay, but in those localities they have salt-water, whereas in the Bay of Bengal they have salt and fresh water to manufacture from.

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6994. You do not propose that the Company shall manufacture salt, but that the duty upon it should be 2*l.* a ton?—I contend that the Company have no right whatever to manufacture salt, no matter what the duty may be.

6995. Your first object is to do away with the manufacture by the Company altogether?—All that the Company now manufacture is manufactured at a heavy comparative loss to the revenue, and as it is clearly against their last charter, I would submit that the Company ought immediately to abandon that manufacture, more especially as the amount of foreign imported salt at the present moment is larger than that manufactured by the Company, and therefore there is no fear of endangering the supply.

6996. You consider that the salt which forms the whole consumption of India might be furnished by foreign importation?—Certainly I do.

6997. A portion of which would come from this country?—This country would be upon the same footing as any, and all other countries.

6998. What proportion of that amount would come from this country, do you suppose?—That is entirely a question of demand, and likewise of price. If this country can lay down its salt at a cheaper price than other countries, it will have the greater part of the trade; if, on the other hand, other countries can supply quality for quality at a cheaper rate than we can, such countries where it is more cheaply manufactured will have the supply.

6999. Do you consider, in the event of a war, which would greatly interfere with the importation from this country, there would be a sufficient supply of salt furnished from other importing countries for the consumption of the whole of India?—I think there would be; the amount of salt which is manufactured on the Bombay side and the Madras side of India is very large, and might be increased very materially. There is a large amount manufactured at the present moment in the Persian and Red Sea Gulfs, and that amount might be increased; at any rate the danger of a deficient supply, arising from external wars, is not nearly so great as the danger which now arises from the fearful inundations which periodically sweep away the manufacture in the salt districts. Wars at any rate have a termination, but the inundations which pervade those districts at the mouth of the Ganges, and down the coast, are perpetual.

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7005. Would you prohibit the production and manufacture of salt in India by individual enterprise?—Certainly not; the natives of India have as much right to manufacture salt as sugar or indigo.

7006. Would you levy an excise duty upon salt?—At the present moment the East India Company do levy an excise duty in the case of a salt factory at Narrainpore; there is no reason why they should not in other factories levy an excise duty in a similar manner to what they do now upon the rum distilleries.

7007. Do you consider that it could be so levied as to prevent the fraudulent manufacture of salt?—I do not see any reason why it should not.

7008. At present are there very large establishments kept up by the Government for the purpose of preventing smuggling?—Yes.

7009. In the event of the Government being deprived of this monopoly, and being no longer the manufacturers of salt, where would the people be found who would put down the smuggling of salt manufactured all over the Sunderbunds?—It would be always necessary for the Government to have a certain staff of police officers and others for the prevention of smuggling in salt, as they have in the case of the excise upon rum.

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7012. Is there now any prohibition upon the private manufacture of salt in Bengal, or any restriction upon such private manufacture beyond the excise duty?—Certainly. There is one great thing which we complain of; it is a complete monopoly in the hands of the East India Company. No Native or European can manufacture salt in India, and sell it as he pleases. We do not see why we should not manufacture salt in the same way as we can indigo and sugar, or any other article.

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7106. You have stated the effect which, in your opinion, would be produced upon the revenue of the East India Company, if the Company were to abandon altogether the manufacture of salt, and the supply of salt for India were dependant entirely upon importation; what would be the effect of such a change upon the price at which salt is sold in India, the import duty remaining as it now is?—I do not think, unless you were to reduce the duty, there would be any change upon the retail price in the interior of India.

7107. Do not you think that circumstances might occur, such as a war, which might, in any given year, very greatly interfere with the amount of salt imported into India?—I submit that that argument would equally apply to every other article of commerce, such as indigo or corn.

7108. I understand you to state that, in your opinion, the manufacture of salt cannot be carried on at a profit either by a Company or individuals in India?—That is my opinion.

7109. Therefore if the Company were to abandon the manufacture, India would exclusively depend upon importation?—When I spoke of India, I meant Bengal.

7110. Bengal would be dependant upon importation?—Yes.

7111. Are you of opinion that, if that were the case, the amount of salt imported would, one year with another, always be fully equal to the demand?—I think the best reply I can give to that question, is to show the enormous increase which has already taken place in the amount of imported salt, which in 1829–30 was only 10,498 maunds, but which, under every disadvantage and disability, had increased to 31,74,370 maunds last year, being actually a larger amount than that manufactured by the East India Company. I think that shows that there is no doubt of our getting a supply to any extent we may require.

7112. Can you state what the difficulties are in the way of the private manufacture of salt which prevent its being manufactured at a profit?—The enormous amount of fresh water which is poured down from the rivers into the Bay of Bengal makes the brine so weak that it is impracticable to manufacture it.

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7134. Would the reduction of the duty remove the objection which you have to the Company continuing to manufacture salt?—The two questions are entirely distinct. The Company have a perfect right to impose what rate of duty they think proper as a question of revenue. If they require a duty of two, or three, or four rupees, that is a question for them only to consider; it may be politic to reduce their revenue, but that is a matter which is in their hands only. But, as respects the manufacture, they have no right to manufacture, and they ought at once to abandon it.

7135. You consider that by the Act of Parliament they are precluded from manufacturing?—Decidedly.

Extracts from the Evidence of F. J. HALLIDAY, Esq., Secretary to the Government of India, Home Department.

7575. Are you acquainted with the manufacture of salt in Bengal, and the system by which the revenue is derived from it?—I am.

7576. Will you state to the Committee the mode of manufacture which is adopted?—The manufacture is by a system of contract; the Government, through its salt agents, contracts with a number of small manufacturers who are called molunghees, giving them advances proportioned to their contracts. Those men on contracting, enter into certain restrictive conditions, as to the superintendence over their manufacture, which is very close, the restrictions probably being equal to the restrictions which would be necessary under a system of excise, and very much resembling those which would be necessary under a system of excise. Those contractors make the salt in comparatively small quantities; it is then conveyed to the central warehouses called golahs, at the expense of the Government, and sold to be delivered from those golahs at a price fixed every year upon the average of the previous three years, the price being always the cost of the manufacture to the Government, plus the duty charged upon imported salt, so that the price of salt in the different places of manufacture varies to the people according to the cost to the Government arising out of the expenses incurred in each place of manufacture. I have with me a statement for the year 1852, showing the actual price advertised at the different agencies, which, if the Committee think fit, I can put in.

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7589. The Government sells any quantity, not under 50 maunds, does not it?—Anybody who chooses may purchase at a fixed price, which is published in the Government "Gazette" at the beginning of the year, and the announcement repeated occasionally, so that the commercial public may know it, quantities of not less than 50 maunds.

7590. Is 50 maunds too large a quantity to be bought by any single individual, in your opinion?—I have never heard it alleged in Bengal that it was so. It was said, not by the people themselves, but by the officers of the Government assuming to speak for them, that when the minimum amount was 100 maunds, it was too large, and in consequence of that it was reduced to 50 maunds. I do not know there would be any indisposition to lower it still further, if there was any general complaint made that it was too great a quantity.

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7596. Will you state to the Committee, supposing all duty were taken off the import of salt, and the Government abandoned any interest in the manufacture of salt, leaving the manufacture of salt free to the natives, without any excise duty or any impediment, what, in your opinion, would be the effect upon the importation of salt to India?—It is generally understood by those best acquainted with the subject, and it cannot be denied by any one who looks into the details, that the present price of the Government manufactured salt in Bengal is very much raised to the consumer in the market by the necessary want of economy, not to say extravagances, connected with the Government system of manufacture, and by those many peculations, and extortions, and corruptions which are inevitable in such a system, and carried on with such instruments. It has seemed almost certain under those circumstances to persons informed upon the subject, that if the Government were to withdraw, if there were no duty imposed, and the whole were left perfectly free, the native manufacturers in Bengal would forthwith completely and entirely undersell the imported salt, and there would not be a grain of salt imported into Bengal.

7597. The result of what you say appears to prove, that the system adopted by the Government, though not prejudicial to the importer, is prejudicial to the consumer?—I have no doubt it is so, even independently of the duty. The Government, as far as in it lies, is obliged at all times for its own sake to look as closely as possible into the cost of manufacture, and to reduce it to a minimum; but do what it will, the costs of such an undertaking conducted by the Government, are sure to be very much larger than the costs of a similar manufacture conducted by a number of private individuals. To that extent, let the Government do what it will, the consumer is at a disadvantage under the present system.

7598. Could the Government now establish such a system of excise in Bengal as would secure its present revenue, and equally secure itself, as it is secured by the present system, against all frauds?—That is a question which has been very much considered in India, and certainly the balance of opinion there has been against the experiment. I confess, speaking a single opinion, I am in favour of the experiment. I should be very glad to see it tried. I am inclined to think that, under an excise system properly managed and gradually introduced, for that is essential to the experiment, the salt manufactured in Bengal could be brought to market at a much lower rate than it is now brought, which is the whole matter. If, after that, supposing the duty to be necessary, the importer of salt into Bengal could undersell the native salt, he might be allowed to do so; but I very much doubt, under such circumstances, whether he would. I think, if the manufacture were left in private hands, and the duty collected by an excise, the chances are that even then the home-manufactured salt would undersell the imported salt.

7599. What do you mean by "private hands;" do you mean that every individual

should be allowed to make salt, subject to an excise duty, or that the permission to do so should be given only to persons who could give security against fraud?—I think it cannot be allowed to every person; the expense of an establishment to superintend such a system of excise as should allow any person who chose to manufacture upon ever so small a scale on all parts of the coast of Bengal, would be so great as to eat up the revenue; but I think without insisting upon the manufactories being very large, but looking generally to the respectability and the sufficiency of the individuals allowed to manufacture, you might, without going the length of allowing all persons to undertake it, allow a sufficient number of persons upon a sufficiently small scale to undertake it, so as very much to reduce the cost to the public.

7600. Can you state for what price you think salt could be manufactured in India, apart from any duty or Government charges?—I have seen it stated, in print, that it might be manufactured so low as 4 annas a maund, that is, 25 rupees per 100 maunds. Our lowest cost now is, for Arracan salt, 52 rupees on the spot; our highest price being 107 rupees at the 24 pergunnahs. I am not prepared to say, from any actual knowledge I possess, what is the lowest price at which it could be brought to market under those circumstances; all I say is, that I have seen it stated in print, that in 1765, for example, it was actually brought to market in Calcutta, at 4 annas a maund, including all the expenses of manufacture and transit, before the Government interfered. It is stated, also, by a Mr. Bolts, in his evidence before a Parliamentary Committee in 1773, that he, a European concerned with natives, and therefore probably subject to a good deal of expense more than the native manufacturer would be liable to, actually produced salt, and brought it to market in Calcutta, at 55 rupees a 100 maunds, which is exceedingly low compared with the greater part of the prices in the statement I have given in to the Committee. It is 25 rupees or 30 rupees lower than the lowest price at which English imported salt has been sold.

7601. You said you saw it stated in print; what is the authority upon which that printed statement rests?—I think it will be found stated in the evidence which I quoted, given in 1773. It may be considered as bearing upon that question, if I state that at Cuttack, being at present one of our dearest places, for at present we give a high price for Cuttack salt, I happen to have seen a letter written by an officer whose acquaintance with all things in Cuttack is undeniable, Mr. Wilkinson, who was for 25 years Collector in South Cuttack, who says, speaking of the probability of doing away gradually with one agency after another, and its effect upon the ryots in the agencies, "sooner than lose the power of making salt at all, I have no doubt the molunghees in Cuttack would agree to make kurkutch, or solar evaporation salt, at 2 annas, and pungah, which is boiled salt, for 4 annas, per maund, and perhaps even less."

7602. From that do you conclude, that those prices would yield them a profit?—I give it for what it is worth.

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7612. The present tendency of your opinion seems to be, that it would be desirable, instead of the manufacture under the Government control, to substitute an excise duty?—I should like to see it tried, certainly. I think the people have a right to see it tried in all those cases in which the Government has been obliged to stop its own manufacture, because of the competition of imported salt. There is a case of Mr. George Prinsep, which has been spoken of in some of this evidence. Mr. George Prinsep began supplying salt to the Government solely as a contractor, which any body may do, and which Europeans other than Mr. Prinsep have done; Mr. Prinsep found it a losing concern. He took great pains with his salt, he made salt much better than the surrounding molunghees, but he was not allowed to receive for his salt in the contract more than they received; in fact, the general contract price of that district regulated the contract price of his salt, and that of all the neighbouring small manufacturers; he was therefore obliged to accept as the price of his salt, the same price as was given to the native molunghees, but by attention and skill, he made his salt much better, and it was very much more profitable to the Government, though he himself reaped no advantage whatever. Upon seeing that, he grew careless and made his salt no better, perhaps worse, than the molunghees around him, it then became unsaleable together with the salt of the neighbourhood, and the Government intimated to him, that they did not want his salt any more; they would not enter into any further contracts with him. He then said, "let me come in under a system of excise, I will concentrate the manufacture so as to ensure you against loss by contraband dealing; you shall put your own excise agents into my premises; I will pay the duty, sell the salt, and profit by the improved manufacture which I shall be able to produce." He did so; it was allowed by the Government, and since that time the manufacture has been profitable. Now, I think that that furnishes a sort of key to what we ought to do in those districts, in which we are driven to stop the manufacture. It strikes me that we ought not only to wait till people are wise enough to come forward and say, "let us manufacture salt under an excise system," but we ought to encourage them to do what Mr. Prinsep did, we ought to say, "we will not take salt from you any longer as manufacturers, but if you choose, in a manner which shall secure us from the danger of smuggling, to establish a manufactory of your own, pay the excise duty, and sell the salt, do so." I think the experiment might be tried. I think people would try it under those circumstances, and it would be the fairest and best way of gradually introducing a system of excise; unquestionably if it were found to answer in those districts where the Government have been obliged to give up their own

manufacture, it would be extended to others, and in that way, safely and gradually, the system of excise, if found practicable, might be extended over the whole country.

7613. In Mr. Prinsep's case, he was at liberty, paying that excise duty, to sell at whatever price he chose?—He was.

7614. Was that facility granted to Mr. Prinsep as a favour, arising from partiality, or what was the reason of the Government granting him that privilege?—It was obviously advantageous to the Government; I believe the Government at that time would have granted a similar privilege to any similar person who had come forward. He established the manufacture of salt on a new principle; he went to considerable expense in erecting machinery and pans, and in introducing an entirely new method of manufacture. These were the reasons which were assigned by him as being such as ought to influence the Government in allowing him to manufacture salt upon the principle proposed, namely, the production of boiled salt in a very considerable quantity on a limited and easily-guarded space, thereby affording an opportunity of the best possible description for trying the experiment of an excise, which had been so long debated in Bengal; next, a great reduction in the price of the article, and the substitution of hired labour for the advance system, which is fraught with so many evils both to the persons to whom the advances are made, and to those who are obliged to make the advances; upon those grounds, the Government allowed him to carry out his project, and their doing so was approved by the Government at home. I have no doubt, upon the same grounds, they would have allowed any number of persons to attempt a scheme of the same nature.

7615. When was the change made?—In 1835.

7616. Do you know whether any similar application has been made by any other party in any other part of Bengal?—I am not aware of any other application having been made.

7617. What is the case of Saugor Island?—That was a case similar to Mr. Prinsep's first experiment.

7618. Did the proprietors never ask to be put upon the same footing as Mr. Prinsep?—I am not aware that they did.

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7620. Is the district where the salt is produced of a very unhealthy character, and the population of a very degraded description?—One of the districts where salt used to be produced, the Sunderbunds, was very unhealthy, but not the rest; and I am not sure that the Sunderbunds are unhealthy to native constitutions. The population in those parts of the Sunderbunds where salt was made, used to be exceedingly dense; it was ascertained that the population in the salt-producing part of the Sunderbunds was as dense as in the district of Benares. The general opinion in India among the best informed persons is, that the statements as to the depressed condition of the molunghees are entirely incorrect; that they have not a shadow of truth in them. That has been so often stated on good authority that it seems very late in the day now to come back to these subjects, and to have to contradict such statements as those of Mr. Aylwin, in which he speaks of the molunghees as little beyond animals, and as being slaves, as their fathers were before them, and its being a matter of mere humanity to relieve them from their salt contracts, which depress them below the grade of civilised and almost, of human beings. So far back as the inquiries which took place previous to the last Charter Act, Mr. Holt Mackenzie, whose opinion, I believe, every one will consider entitled to very great respect, gave his opinion on that point, and also on another point which I see touched upon in this evidence, namely, the comparative purity of the Bengal salt, which, as it states all I could state in a very few words, I may be permitted perhaps to read. He said:—"As to the quality of the Bengal salt, I believe, there has been no small misapprehension. It is spoken of as being produced by boiling 'the dirty and slimy brine of pestiferous marshes.' Now, more than half of the agency salt is produced in the populous and well cultivated districts of Hidgellee and Tumlook. At the other agencies a large proportion of the produce is manufactured amidst, or closely adjoining to, cultivated land; and all of it, when delivered from the Government warehouses, is decidedly superior in quality to the bay salt of the Coromandel coast. The boiling, indeed, being effected in small pots, supplied with clear brine, and skimmed from time to time as impurities rise to the surface struck me, when I saw the process, as peculiarly favourable to purity, though laborious and expensive in the use of fuel; and I am not aware that the notion (possibly an ignorant one) has been contradicted by any analysis. The condition of the manufacturers has been made matter of complaint; but I believe that it will be found that they are now, and have ever been, better off than other classes of the same rank, and that any suspension or reduction of the manufacture would be considered by them as a loss. That they are in a virtual state of slavery, I consider to be a statement quite at variance with the fact, and the unhealthiness and danger of even the worst of the places in which they are employed has been much exaggerated." That is on record in the Appendix to the Report in 1832.

7621. Is your opinion in accordance with that statement?—I was officially employed for three years in a very large salt-producing district, and I made the remark then, which I have often repeated from personal observation, that the condition of the salt contractors, the molunghees, was very much superior to that of most of the other ryots of Bengal with whom I came in contact; they are more comfortably off; their dwellings are larger and better, and more comfortable, and everything about them gives signs of wealth, which it

would be natural enough to expect, but such as you do not find in other districts where the molunghees are not employed.

7622. You said that in some districts the manufacture of salt had been discontinued by the Government, on account of its cost: have representations been made to the Government from those districts, stating the distress of the people, in consequence of the discontinuance of the manufacture?—Such representations have been made and every endeavour has always been made by the people concerned to work upon the pity and commiseration of the Government, so as to prevent the manufacture being put an end to. It has been represented sometimes, with loud outcries and clamour, by people who have come up to Calcutta for the purpose, that thousands of families would be ruined and destroyed by closing the manufacture; and that has very often indeed had so great an effect upon the officers of Government they have persisted for one year or two years, after they saw they were manufacturing at a loss, in giving further orders for manufacture in those districts; because, as I have heard them say, they could not find it in their hearts to persist in closing the manufacture, in the face of the pitiful outcries and remonstrances of those wretched people.

7623. If there were permission given under a system of excise to any person in those districts to manufacture salt do you believe it would be manufactured by private persons?—I think it would. At all events I think it is fair to the people to give them an opportunity of manufacturing it.

7624. Employment would then be afforded to that class of people who were before employed under the system of contracts?—Precisely.

7625. You stated that Mr. Prinsep's private manufacture has answered since he has manufactured under an excise system; but that before, when he was manufacturing under contracts with the Government, he incurred a loss: did the profit which he made under the excise system arise from the higher price which he obtained for his salt, owing to improvements in the manufacture, or from the reduction which he was able to effect in the cost of production?—I am not sufficiently acquainted with the details of the manufacture to be able to answer that. I have no doubt that the details might be procured; but the fact that he lost under one system, and gained under the other was communicated to me by one of his executors, I think only yesterday.

7626. Are you aware whether the price he sold at exceeded the price he obtained before?—It exceeded the former price: in that way he gained. He gained what the Government had previously gained.

7627. It has been stated to the Committee that it is impossible to manufacture salt in India at a profit; I understand, from your evidence, that you are of a different opinion; you believe that, under a free system of manufacture, subject only to an excise, a sufficient profit would be obtained from the manufacture of salt to induce persons to enter into that employment?—I think so; under a free system, with no excise, I am quite certain of it. The restrictions necessarily belonging to an excise system might affect the manufacture, and would doubtless be found to do so in practice.

7628. Your plan, I understand, would be to try the system of excise in some of those districts where the manufacture of salt has been discontinued, retaining, at the same time. the Government manufacture, so that if the excise failed the Government manufacture might be still carried on; but, on the other hand, if the excise system succeeded, the Government manufacture might be gradually abolished?—Precisely so.

7629. You do not think it would be safe for the Government entirely to withdraw from the manufacture, and trust for a supply to imported salt?—I do not think it would be safe.

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7638. Are you aware of certain individuals having established a manufacture of salt and having been obliged to give up the manufacture?—I think the Saugor Company gave up their manufacture; I do not exactly know on what grounds; the fact, I believe, is that one or two people did attempt the manufacture of salt, and afterwards gave it up; it is a long while ago, and I do not exactly remember the circumstances.

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7640. What are the means provided for preventing smuggling from the salt works of Mr. Prinsep?—The means are the superintendence and supervision of the agents of the Government, employed in his works for that purpose, precisely as under a system of excise.

7641. Are you of opinion that you could introduce a similar system of check and safeguard, if you were to admit private manufacturers to establish works in many districts where the public contracts have been discontinued?—I think it could be done; I admit it has been disputed; a great deal has been said on both sides, but that is my opinion.

7642. Would it not be attended with a comparatively greater expense, in small manufactories which might be established, than in the larger one of Mr. Prinsep?—If you extended the permission to very small manufactories no doubt it would, but that would be very inexpedient.

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7645. Have you the means of stating to the Committee the reductions which have taken place in the cost of manufacture, in the last ten years?—I have not, but I know they are considerable.

7646. There has been a diminution of the cost of manufacture, I believe, in every one of the agencies?—In every one of the agencies. There has been a great deal more care taken of late years in the manufacture, and a great deal more care as to advances. A great part of the losses, which are thrown upon the cost of the salt, have arisen from advances made to the contractors, and not afterwards recovered: that has very much diminished: it has now been reduced to a minimum, and also losses in other ways have been guarded against.

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7651. You have stated that the condition of the molunghees is not so degraded as has been stated before this Committee; have you ever been in those districts?—I lived for three years in a salt district.

7652. Have the people any other means of employment besides that of the manufacture of salt?—They are almost all connected with land; they have almost all of them land.

7653. If the manufacture of salt were put an end to would they be able to obtain employment from the land?—In the course of time no doubt they would turn to it, but it is not possible to put an end to an immense manufacture like that in a district, without causing a great amount of distress, however temporary it may be.

7654. What has been the change which has taken place in another part of Bengal by the cessation of the weaving and the cloth manufacture?—It has scarcely taken place during the time I have been in India; I think the change had taken place before I arrived; I have, however, heard it described as one which, at the time, was exceedingly distressing to the population, and from the effects of which the district and city of Dacca have not yet recovered, if they ever will.

7655. Are you acquainted with the condition of the ryots at Mymensing, Jessore, and Dacca?—I have been in those districts.

7656. In what condition are the ryots compared with the molunghees?—My impression of the condition of the ryots generally, as compared with the molunghees, is that the former are not so well off as the latter, by any means.

7657. The condition, therefore, of the molunghees would not be a bar to the abolition of the manufacture of salt, if other circumstances should be favourable to it?—To abandon the manufacture would make their condition worse: it would reduce them from better to worse.

7658. You think there is not sufficient employment for those people, if the manufacture of salt were removed?—There would not be for some time, I think.

7659. You think they are in a better condition, because they have the manufacture of salt?—Yes.

Appendix F.—No. 4.

Extract from a Memorandum on the system of the Management of the Salt Revenue at the three Presidencies, by HUGH STARK, Esq., prepared for the Committee of the House of Commons in 1832.

In fact, it thus appears that the Government of Bombay have been led, by the Court's refusal, to sanction a monopoly of salt at that Presidency, to introduce the system of duties collected at the places of manufacture, which prevailed in Europe, more particularly in this country previously to the abolition of the salt tax.

The checks imposed by the excise laws were quite as rigid as those which now exist in India under the Bengal system, with this difference, that there was no limit to production. At Madras, the supply is not limited, because the tax is defined; but, both at Madras and Bengal, the manufacture is strictly a Government concern. It may, however, be questioned whether the holders of salt in England, under our excise laws, were in the enjoyment of greater freedom while the duties remained unpaid than might be readily established in Bengal, where the public golahs might be made depôts for the deposit of private salt, in the same manner as is now practised with public salt.

The agents and their establishments could be readily transformed into collectors of excise, supervisors, and inspectors over the manufacture and storing of salt.

The superintendents of the chowkey establishments need not be disturbed. They already perform all the duties which a change of system would demand, for no salt, be it Government or private property, can pass without a document showing that the tax, or, what is the same thing, the sale price, has been paid for it.

The Madras system might require revision, in respect to the superintending agency, both European and native. The stores at Madras appear to be the only points where the dealers are strictly watched. After the salt has been purchased, a rowannah is issued to the dealer, who appears to be much more free from subsequent checks than the dealer in

Bengal. It would, however, rest with the local Government to arrange the plan for giving effect to the principle of substituting a fixed tax for the existing system of monopoly of manufacture and sale of salt.

The great difficulty which will be experienced in Bengal, in abandoning the existing system, and adopting a modified tax, will be found in the necessities of the Government, which have always prevented them from adopting any plan that interfered with its immediate want of revenue. It is, however, fortunate that the establishment of a better system at Bombay, and, indeed, in the Upper Provinces of Bengal, will serve as a guide for the measures proper to be taken in the provinces subject to the rigid system of monopoly.

In the Western or Upper Provinces of Bengal, salt is now an article of free trade, subject to the payment of defined duties. The limit of this trade is believed to be the province of Benares.

Appendix F.—No. 5.

Extracts from Mr. TREVELYAN's Report upon the Inland Customs and Town Duties of the Bengal Presidency, 1833, page 137.

It has been already observed, that a special arrangement must be adopted for the Ghazeeabad and Agra salt works. Although it be of home produce, a countervailing duty must be retained on this kind of salt, else it would be manufactured to a great extent to the supersession of the foreign and taxed salt. Lines of chowkeys are quite out of place here. All that is required is an enactment that no salt may be removed from the place of manufacture without the previous payment of the duty, and the only preventive check necessary will be to take an account of the quantity manufactured, for which the manufacturer becomes, from that moment, responsible, whatever may be done with it. Thus, complete security will be obtained for the realization of the public revenue, without any interference with the process of manufacture, without any liability to domestic search and espionage; and, above all, without in the least interrupting the communications of the country. * *

I have long been of opinion that the salt revenue of Bengal might be secured in the same manner, at a much smaller expense both to the Government and people. The manufacture can only be carried on at certain seasons, and within certain limits, on, or near, the sea-coast; and, as large quantities of firewood and earthen pots must be collected for the purpose, it cannot be done in secret. Surely, it would cost less, and would place a more effectual check upon the illicit manufacture, if we were to direct our attention to the place of manufacture itself, instead of obstructing the navigation of the Ganges and other great thoroughfares, by our salt chowkeys. In the one case, the article is located in a particular spot, where the notoriety attending the process of manufacture puts it completely in our power; and, in the other, it is in a state of locomotion, and may be, as we know it is, conveyed by an infinite variety of by-paths to every part of the country, entirely evading the trammels of the monopoly.

Appendix F.—No. 6.

Extracts from a Report prepared by the Chairman of the Select Committee of the House of Commons, appointed to inquire into the Supply of Salt for British India, in 1836, but not adopted or officially published.

Whether the best mode of raising a revenue through salt be by the means of a Government monopoly, or by permitting a free manufacture, the manufacture being subject to an excise, the importation to a custom duty, has long been a matter of controversy among the servants of the Company themselves.

In comparing these two modes with reference to revenue only, the principal question to be solved is, by which of the two a certain sum would be realized to the State upon the easiest terms. It appears from the evidence which has been laid before your Committee, that smuggling to an enormous extent prevails under the present system, that the revenue for several years has gradually decreased, notwithstanding the acknowledged increase in the population; and, it can scarcely be doubted, that, as a larger proportion of illicit salt is annually brought into consumption, the revenue is to a proportionate extent defrauded. It may, indeed, be alleged, that the same difficulties which occur now in checking the use of smuggled salt, would equally prevail under an excise system.

But should a system be introduced into India upon the model of that which regulated the collection of the salt duty in England, and which all persons acknowledge to have been

efficient for its object, there is little doubt, though smuggling to some extent, as long as the present high duty exists, must always be expected, of its proving a powerful engine in the hands of the Government for the collection of their revenue.

A portion of the Indian and European agents who are now engaged in superintending the manufacture would probably be employed in preventing the evasion of the excise duty, and there is no reason to suppose that their services would not be equally efficient for the latter purpose. While, on the other hand, the duty upon all European and Foreign salt might, accurately and without difficulty, be collected.

Your Committee have carefully weighed the valuable evidence that has been laid before them, both by the advocates of the present monopoly, and by those who think that a system of taxation on the principle of the English excise might safely be adopted in India.

Arguments have been advanced by the supporters of the present system in order to prove that no excise can be made applicable to India, from a deficiency in the means of forming an efficient and responsible superintendence.

Much reason as there may be to regret this want of trustworthiness among the natives of that country, yet it cannot be denied that many of the objections that are urged against their fitness to be trusted under an excise scheme are equally valid if applied to their employment under the present system. Every argument which has been raised against an excise strikes equally at the root of the monopoly.

Much valuable information has been gained from the examination of the Chairman of the Board of Excise in London. He clearly shows that a net income of 1,500,000*l.* was raised upon salt in England, at an expense not exceeding 40,000*l.*, and that any assumptions that an extensive system of smuggling prevailed in this country under the excise laws are perfectly gratuitous and without any foundation.

Whatever may be thought of the policy of the tax which existed, the perfection of the mode of collection cannot be disputed. It is difficult to imagine why the same principles should not be applicable to the Bengal provinces.

It has been attempted to be shown that the great dispersion of the khalaries, or salt works, would be an impediment to their efficient superintendence. But it appears that orders have been already given that several of the least profitable of these works should be abandoned.

What difficulty would there be in extending this restriction still further, or in confining each work within certain and defined limits?

Salt is not an article which could be made on an extensive scale clandestinely. If a precedent for such a limitation were required, it might be found in the excise regulations of this country, which prohibited the establishment of any new manufactory, unless under the special permission of the Government.

It is to be expected, that, under a free system, many individuals would be willing to invest their capital in undertaking the supply of salt, and it is presumed that no large amount of capital would be required for such a purpose. In this case, warehouses would be built for the safeguard of the manufactured article, and security given for the payment of the duties.

Should, then, the Government place well paid and respectable officers in charge of them, there is every reasonable ground for thinking that a more steady amount of revenue might be relied upon.

The severity which any excise plan would require for its support is urged as an argument against its adoption. But it is difficult to imagine a rigour which would be required to support an excise law that would exceed the rigour employed in maintaining the monopoly of restricted manufacture and sale.

Every tax is in itself an evil, and though the supporters of the monopoly may call it a mode of raising a revenue, yet it is one which joins to the hardship of a tax all the objections inherent in an exclusive system.

The severity complained of as likely to accompany an excise, might, it is thought, be endured by a people who have lived under the monopoly. The people of England submitted to it for many years. As long as a heavy tax exists, the mode of its collection is but a choice of evils.

On a balance, then, between the two systems, as bearing upon the revenue, there is great reason to give preference to the free system, as more likely to realize a certain revenue than that which now prevails, and is so notoriously abused.

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Your Committee will not presume to sketch out more than a faint outline of a system which might be recommended as a safe substitute for the monopoly. They naturally have turned their attention, in the first instance, to the excise which so long prevailed in England, under which a revenue of a million and a half sterling was raised, with a charge of collection of about 2½ per cent., which effectually prevented any extensive smuggling, which was always considered as a perfect engine for carrying into effect the objects which the Government had in view. That a similar system might be introduced into India with good effect there is no reason to doubt, if the Government would, as was the case in England, sanction the enterprise of individuals in places only where it could be profitably carried on, and where there would exist facilities for the exciseman to watch and superintend the operation of the manufacturers.

APPENDIX G.

A Collection of all the Official Correspondence relating to the measures taken for Establishing a Manufacture of Salt upon a system of Excise in the past season 1854-55.

No. 1.—Extract of a Letter from the Government of Bengal to the Board of Revenue dated December 16, 1853.

No. 2.—Ditto from the Board of Revenue to the Government of Bengal, dated January 4, 1854.

No. 3.—From the Board of Revenue to the Government of Bengal, dated May 12, 1854.

No. 4.—From the Government of Bengal to the Board of Revenue, dated May 19, 1854.

No. 5.—From the Board of Revenue to the Government of Bengal, dated May 31, 1854.

No. 6.—From the Government of Bengal to the Board of Revenue, dated June 15, 1854.

No. 7.—From the Government of Bengal to the Government of India, dated June 12, 1854.

No. 8.—From the Government of India to the Government of Bengal, dated June 23, 1854.

No. 9.—From the Government of Bengal to the Board of Revenue, dated July 7, 1854.

No. 10.—From the Board of Revenue to the Controller of Salt Chowkeys, dated July 29, 1854.

No. 11.—From the Controller of Salt Chowkeys to the Board of Revenue, dated August 31, 1854.

No. 12.—From the Superintendent of Barreepore Salt Chowkeys to the Controller of Salt Chowkeys, dated August 22, 1854.

Enclosures.

No. 1. Statement of the Estimated Expense of Annual Establishment for the Aurungs of Mowkhallee and Patankhally, when manufacture under Excise License shall commence.

No. 2. Sketch of the position which the proposed Storage Golahs at Baugundee would be in, with reference to the Issur Motee River.

No. 3. Statement of the Estimated Expense that would be incurred at Baugundee for an Establishment of (8) Excise Storage Golahs.

No. 13. From the Board of Revenue to the Government of Bengal, dated September 8, 1854.

No. 14. From the Government of Bengal to the Board of Revenue, dated September 18, 1854.

No. 15. From the Board of Revenue to the Government of Bengal, dated September 23, 1854.

No. 16. From the Government of Bengal to the Board of Revenue, dated September 25, 1854.

No. 17. From the Board of Revenue to the Controller of Salt Chowkeys, dated September 25, 1854.

Enclosure

A. Notification of the Rules for granting Licenses to parties desirous of engaging in the Manufacture of Salt under an Excise system, dated September 25, 1854.

No. 18. From the Board of Revenue to the Government of Bengal, dated May 14, 1855.

No. 19. From the Government of Bengal to the Board of Revenue, dated May 21, 1855.

No. 20. From the Board of Revenue to the Government of Bengal, dated May 15, 1855.

No. 21. From the Government of Bengal to the Board of Revenue, dated May 21, 1855.

No. 22. From the Board of Revenue to the Controller of Government Salt Chowkeys, dated June 5, 1855.

No. 23. From ditto to the Collector of 24 Pergunnahs, dated June 5, 1855.

No. 24. From the Government of Bengal to the Government of India, dated June 13, 1855.

No. 25. From the Government of India to the Government of Bengal, dated July 6, 1855.

No. 26. From the Government of Bengal to the Board of Revenue, dated July 17, 1855.

No. 27. From the Board of Revenue to the Collector of 24 Pergunnahs, dated July 21, 1855.

Appendix G.—No. 1.

Extract from a Letter from the Secretary to the Government of Bengal to the Officiating Junior Secretary to the Board of Revenue, dated December 16, 1853.

Paragraph 6. The Deputy-Governor observes, from the monthly official returns and from information obtained from your office, that the stock of salt in store on the 1st May, 1853, exclusive of imported salt in bond and uncleared excise salt, was only maunds 35,70,121, and that the quantity manufactured in the Bengal and Cuttack Agencies last season, but not brought into store on that date, was maunds 22,40,246, making altogether in round numbers maunds 58,00,000, while the clearances, wholesale and retail, during the first seven months of the current official year, have been nearly maunds 31,00,000, leaving a probable balance now in store of maunds 27,00,000. The taidad of the current season is only maunds 33,50,000, so that if clearances go on at the rate of the last seven months, the stock at the close of November, 1854, will not exceed maunds 7,50,000. This is a state of things demanding the Board's immediate and most serious attention, and the Deputy-Governor will be glad to receive from the Board at an early date a report of the measures it may be possible to take at this late period of the year for supplying the probable deficiency. His Honour desires me to observe that the present is a favourable opportunity of trying the experiment of manufacturing on the excise system in one of the aurungs of the late 24 Pergunnahs Agency, and that steps might very properly be taken to ascertain whether private persons are willing to engage in the manufacture under such checks as it may be necessary to impose for the security of the revenue.

Appendix G.—No. 2.

Extract, paragraph 7, of a letter from the Officiating Junior Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated January 4, 1854.

Paragraph 7. Immediate attention will be given to the suggestion made in the latter part of the 6th paragraph of your letter under notice, but the Board do not anticipate that satisfactory arrangements can be made this year, at least to any considerable extent, for trying the experiment of manufacturing on a system of excise.

Appendix G.—No. 3.

Sir, *Fort William, May* 12, 1854.

I am directed by the Board of Revenue to request that you will submit for the consideration of the Honourable the Lieutenant-Governor the following particulars in connection with the present and proposed arrangements for the supply of salt for consumption in the lower provinces of Bengal.

Salt.
H. Ricketts and E. Currie, Esqrs.

2. The actual quantity of salt taken out for consumption in each of the last five years is stated in the margin,* and the quantity required to be annually provided may thence be assumed at maunds 65,00,000. Of this quantity more than maunds 5,00,000 is manufactured and sold at reduced rates in the province of Cuttack, and may for

To the Secretary to the Government of Bengal.

*	1849–50	Maunds 65,98,305
	1850–51	63,11,282
	1851–52	60,62,815
	1852–53	65,21,927
	1853–54	62,76,212

the present be left out of the account; from 3,00,000 to 4,00,000 maunds is also reserved for retail sales in particular localities, but this forms a part of the maunds 60,00,000 which have to be provided.

3. The proportions in which the salt sold to general consumers (*i. e.*, exclusive of retail sales) has been supplied by importations, and from the Government depôts are entered below.

	Imported.	Government Sales.
	Maunds.	Maunds.
1849–50	21,03,219	33,83,833
1850–51	26,01,033	28,25,100
1851–52	29,26,866	22,39,952
1852–53	24,94,331	31,25,129
1853–54	15,61,056	37,89,914

4. The rapid increase of the imports up to 1851-52 (in which year the shipments from Liverpool alone amounted to maunds 18,50,762), and the consequent falling off in the Government sales, led to the abolition, first, of the 24 Pergunnahs Agency, and, afterwards, of that of Chittagong. But a decrease of importation in 1852-53, and especially in the arrivals from Liverpool, which in that year fell to a little less than maunds 11,00,000, caused a rapid clearance of the Chittagong golahs, and induced the Board to recommend last year the re-opening of that agency.

5. The decrease of importations in 1852-53 was almost entirely in shipments from Liverpool, and was in fact partially compensated by increase from other quarters; but, in the year which has just expired, the falling off has been general, and to such an extent, as to threaten great embarrassment, and to call for immediate remedial measures. The experience of the present season, in which great efforts have been made to keep up the supply, shows that, in an ordinary year, the present agencies cannot be securely reckoned upon for more than maunds 36,00,000 of pungah, exclusive of the quantity required for the Cuttack local sales. The causes to which the diminished imports are attributed continue, and are apparently likely for some time to continue, in operation, and the private trade in this article cannot be depended upon for a supply of more than maunds 12,00,000, leaving a deficiency of about maunds 12,00,000 to be provided for.

6. Recourse must therefore, it is evident, be had to some additional source of supply, and the most obvious means of extension which occurs to the Board is to re-constitute the 24 Pergunnahs Agency. The Board do not anticipate that this measure would, in itself, enable them to make up the whole of the deficiency, but any further quantity which might be requisite could be furnished by importations on account of Government from Arracan and Madras.* The suggestion has not been lost sight of, which was made by Government in Mr. Secretary Beadon's letter, dated the 16th of December last, that an experiment of manufacturing under a system of excise should be tried in some of the abandoned aurungs of the late 24 Pergunnahs Agency. A plan for carrying out this object has been for some time in contemplation by the Board, and they will shortly be prepared to submit it for the consideration of Government. Any measure, however, of this kind could only, I am to observe, have a very limited and partial effect, and would not supersede the necessity of manufacture on a large scale on account of Government.

7. The Board would recommend that steps should at once be taken for re-constructing the 24 Pergunnahs Salt Agency. Chittagong has been unable this year to supply its full taidad, and the failure is attributed to the late period at which the orders for reestablishing the agency were issued. In the 24 Pergunnahs Agency manufacture has been discontinued for a much longer period than it had been in Chittagong, and it will take some time to re-organize it. It is very important, also, that the people interested should be made aware of the intended measure at a very early date.

I have, &c.,

A. R. YOUNG,

Officiating Secretary to Board of Revenue.

* Arracan has been already indented upon for 4,00,000 maunds to be delivered at the Kyouk Phyoo golahs before June 1855. The Chittagong retail sales (about 15,00,000), are, ordinarily, supplied by importation from Madras: and the importation of Madras salt at Sulkeea on account of Government, is now being resumed.

Appendix G.—No. 4.

To the Officiating Secretary to the Board of Revenue.

Sir, *Fort William, May* 19, 1854.

I am directed to acknowledge the receipt of your letter, dated the 12th instant, and to state in reply, that, before according his sanction to the re-opening of the 24 Pergunnahs Salt Agency, the Lieutenant-Governor is desirous to have before him the plan which the Board are stated to have under their consideration for a manufacture of salt on the excise system. Miscellaneous Revenue. Salt

2. The opportunity which is offered for trying the experiment of manufacturing under a system of excise seems to the Lieutenant-Governor to be so favourable a one that it ought not to be lost. The experiment, he is disposed to think, may best be tried in an abandoned agency like the 24 Pergunnahs, while, on the other hand, he should apprehend that the re-constitution of the agency might probably prove detrimental to the success of the excise system the introduction of which he regards as of the utmost importance.

I have, &c.,
W. Grey, *Secretary to the Government of Bengal.*

Appendix G.—No. 5.

To the Secretary to the Government of Bengal.

Sir, *Fort William, May* 31, 1854.

I am directed by the Board of Revenue to acknowledge the receipt of your letter of the 19th instant, in which you state, that, before according his sanction to the re-opening of the 24 Pergunnah's Salt Agency, the Lieutenant-Governor is desirous to to have before him the plan which the Board have under their consideration, for a manufacture of salt on the excise system. The Lieutenant-Governor, you remark, considers the present opportunity a very favourable one for trying the experiment of manufacturing under a system of excise, and thinks that the experiment may be best made in an abandoned agency, and that the re-constitution of the 24 Pergunnahs Agency, as proposed by the Board, might prove detrimental to the success of the experiment. H. Ricketts and E. Currie, Esqrs.

2. The Board quite concur with the Lieutenant-Governor in thinking that the abandoned aurungs of the 24 Pergunnahs agency, are the best possible field for the experiment referred to. But, under existing circumstances, the annual supply being so much less than the demand, as explained in my letter of the 12th instant, and the stocks being so low as to occasion the most serious uneasiness, they do not think it possible to give up the whole of the 24 Pergunnahs Agency (the best, they believe, under proper arrangements, of all our manufacturing localities), to an experiment which may, or may not, succeed, and which, under the most favourable contingencies, could not be introduced at once on so large a scale as to supply with any degree of certainty the certain deficiency. The Board look upon it as indispensably necessary that 8 lacs of maunds at least should be manufactured on account of Government in the restored 24 Pergunnahs Agency, without this new source of supply, it is quite impossible that they can undertake to meet the year's demand, to say nothing of the necessity of replacing the reserve stock, which the exigencies of the last and current years will have well nigh exhausted.

3. But there is no reason why the experiment, upon a considerable scale, should not be tried in, or adjoining to, some of the hoodahs of the agency. The operations of the agent may tend to increase the price of labour, and so far affect the interests of the private speculator; but there is space, and the Board believe there will be found hands, sufficient for both, and the latter ought to be able to manufacture at least as cheaply as the former.

4. With regard to the place in which excise manufacture might be permitted, the late

Board, some years since, proposed to Government to try the experiment in Saugor Island, the grantees of which had been previously allowed to manufacture by contract on account of Government. From its isolated position the locality is as favourable as any that could be selected; and the Board would allow manufacture there on the terms before proposed,* but with this modification, that the salt should be stored at Diamond Harbour, where the store and delivery would be more easily supervised than on the island itself. There is reason to believe that Mr. Fraser, the grantee's agent, would make no great objection to this change.

5. Some months ago, the Board consulted with Mr. Crank, superintendent of Bareepore salt chowkeys, who was formerly an assistant in the 24 Pergunnahs Agency, on a plan for working the Tuffal mehal of that agency under an excise system. Mr. Crank, at their request, put down his ideas on paper,† and his scheme, with Mr. W. Palmer's remarks upon it,‡ are herewith transmitted in original. Mr. Crank's plan is briefly this:—To select certain hoodahs of the Tuffal aurung, and to let them out in small allotments at nominal rents, each allotment being sufficient for the location of a khullaree, calculated to produce in a season from 2,500 to 3,000 maunds, a licence fee of 50 to be taken for each allotment. The allotments to be continuous, so as to be easily supervised, and the daily produce to be "cooted" by officers appointed for the purpose, as in the agencies. The salt to be saleable as manufactured, the weighments being superintended by the cooting officer, and the salt delivered on presentation of passes from the Board, certifying payment of duty. Any salt which may remain unsold at the commencement of the rains, if not removed by the manufacturer on payment of duty, to be either destroyed, or taken over at a low rate by Government. Mr. Crank states the excise force which he would consider necessary, and thinks that the extra expense might be provided from the licence fees and ground rents.

6. The defect of this plan in Mr. Currie's estimation is, that it fails to meet what he considers the principal difficulty connected with a manufacture of salt in the heart of the Soonderbund forests, which is the storage of the salt when made. It contemplates the sale of the salt from the manufacturing grounds, instead of from a depôt, and this he holds to be altogether objectionable. Such sales would be almost unavoidable, liable to the greatest abuse, while their prohibition could scarcely, he thinks, be felt to be a real hardship, for no merchant, with honest intentions, would be likely to go to the aurungs to purchase wet salt, liable to a heavy wastage. Mr. Ricketts views this matter in a different light. There is no more danger of smuggling, it appears to him, on the part of the purchaser, between the aurung and the place proposed for store, than on the part of the contractor; and even though sales from the manufacturing grounds might be liable to abuse, he does not think that the Government should, on that score, so far interfere as to prohibit them, and prevent the manufacturer from disposing of his produce as soon as it is fit to be removed. It is for the officers of Government, he conceives, to take proper precautions to provide against abuse as far as is practicable. In Mr. Currie's objection to the further proposal of Mr. Crank, that the sale transactions of excise salt should be *limited* to the manufacturing season, Mr. Ricketts concurs. Such an arrangement would defeat in a great measure the object in view, by obliging Government to take over all salt that might remain unsold at the close of the season; for the alternative of destruction, which is suggested, they hold to be quite inadmissible.

7. The idea of letting out at nominal rents one or more hoodahs of the Tuffal aurung, or similar lands in the same neighbourhood, in contiguous allotments of suitable area, is, the Board think, worthy of adoption. But persons applying for allotments should engage to locate on each not less than 10 khullarees, and to manufacture not less than 20,000 maunds of salt. Instead of being sold in the aurung,§ as proposed by Mr. Crank, the salt should be transported, under chelaun, from the cooting officer, to some convenient locality, where it would be stored for sale.‖ Other officers must be appointed to supervise the receipt into store, and the delivery to purchasers. The best locality for these stores, both as regards vicinity to the manufacturing grounds, and readiness of access for purchasers, would be the neighbourhood of the old Government depôt at Baugundee, which is the station of a superintendent of salt chowkeys, and where in consequence the requisite supervision could be exercised at very little additional expense to Government. There would be no difficulty in effecting this arrangement, for the zemindars of Takee, near Baugundee, are desirous of engaging in the manufacture, and some of the wealthiest sajooneahs live in the same neighbourhood; Mr. Currie would make storage within a short distance of the chowkey station of Baugundee, a condition of the grant of licence.

8. The Board would not recommend the exaction of any licence fee from parties desirous of engaging in the manufacture of salt under an excise system, but would require

* See Salt Board's Letter to Government, dated December 26, 1850, and to Mr. R. Hunter, dated 14th *idem.*, the conditions of manufacture specified therein are annexed.

† Dated January 13, 1854. ‡ Dated 24th *idem.*

§ In Mr. Rickett's view of the case, this should of course be at the option of the manufacturer.

‖ The salt when loaded on the boats would be stamped over by the cooting officer. The chelauns, which would be numbered in regular order, would specify the tonnage of the boat, name of manjee, and estimated quantity of salt. The receiving officer would examine the boat and salt on arrival, and bring to notice any appearance of the heap having been tampered with. Registers of chelauns would be kept both by the cooting and the receiving officers.

the payment of ground-rent for the lands occupied by them, say at the rate of 3 annas a beegah, which payment should convey also the privilege of cutting jungle in the neighbourhood. The proceeds would be inconsiderable, not exceeding, probably, in the first year 600 rupees, but whatever might be thus collected, would go to lessen the expense of superintendence.

9. The supervision of the manufacture and of the storage and sales after storage, might well, in the Board's opinion, be kept distinct. The latter, if the Board's recommendation be approved in regard to the locality of the storage golahs, might be entrusted to the officers of the Baugundee superintendency with little, or no, increase of expense. To watch the manufacture, a separate establishment would be requisite, and this would naturally be under the control of the salt agent, if such an officer (as the Board think is unavoidable) be appointed. It might be on the scale noted in the margin.*

10. It occurs to the Board, that should their recommendation for the re-constitution of the agency be adopted, it would be a fitting and economical arrangement to combine the duties of the salt office with those of the Collector of the district, by placing the latter on a footing similar to those of the Cuttack division, where the collectors and magistrates are also salt agents, and having each an efficient deputy under him, are enabled satisfactorily to discharge their duties in the salt department, in addition to those of the magistracy and collectorate.

11. Before concluding, the Board direct me to advert to an objection which may possibly be taken to the reestablishment of the 24 Pergunnahs Agency, and which in fact was a principal cause of its abolition, viz., that under the system, which obtains, of pricing the Government salt, the comparatively heavy expense of manufacture in the agency, renders its produce unsaleable. It is quite true that there is now an unsaleable stock of 24 Pergunnahs salt on hand; but the Board have no hesitation in saying, that the comparatively high rate at which it is priced, is the consequence of previous mismanagement. Mr. Bury, who has had more extensive experience in the salt department than any other officer in the service, and who had charge of the 24 Pergunnahs Agency at the time of its abolition, always maintained that that measure was an erroneous one, and that the capabilities and facilities for making salt in the 24 Pergunnahs aurungs were in every respect greatly superior to those of his other charge, Tumlook. The contract rates had been 12 annas a maund; in the last year, they were reduced to 10½ and 9½ annas; and, after the abolition, the contractors expressed their readiness to manufacture at 7 annas. The adjusted price for the last 3 years on a reduced taidad, which of course enhances the price, is 345rs. the 100 maunds. The difference between 7 annas and 11 annas (which may be taken as the average molunghee rate of the last 3 years upon the returns for which the sale price was calculated), is 25rs. per 100 maunds, reducing the price at once to 320rs. Even should contracts be made at 8 annas, the salt, with an increased taidad, might be stored at 320 rupees; and there can be no doubt that, at that rate, it would be eagerly taken off by the merchants.

I have, &c.,
A. R. Young, *Officiating Junior Secretary.*

Appendix G.—No. 6.

Sir, *Fort William, June* 15, 1854.

Miscellaneous Revenue. Salt.

In reply to your letter dated the 3rd instant, I am directed to convey the sanction of Government to the proposed provision of salt for the ensuing season, with the exception of the quantity proposed to be manufactured in the old agency of the 24 Pergunnahs.

2. With respect to the Board's proposal to re-open that agency, I am directed to say that the Lieutenant-Governor has not been able to satisfy himself of the expediency of such a measure, and, after a full consideration of the question, it has seemed to him desirable to submit the Board's recent letters regarding the provision of salt to the Supreme Government, with his own recommendation that a Government manufacture of salt should

To the Officiating Secretary to the Board of Revenue.

* 1 Superintendent	100	rupees	per mensem.
2 Coot Darogahs at 25 rupees each ..	50	„	„
16 Chuprassees at 4 rupees each	64	„	„
Total .. .. Rs.	214	„	„

not be revived in the abandoned agency of the 24 Pergunnahs, but that that field should be taken advantage of for the immediate introduction of a manufacture under a system of excise.

3. A further communication on the subject will be made to the Board on the receipt of a reply from the supreme Government.

4. In the meantime, the provision of salt now sanctioned will stand as in the margin,* and the Lieutenant-Governor would request the Board to impress upon the several officers concerned, the great necessity of using every exertion to ensure the largest possible out-turn of salt in the ensuing season.

I have, &c.,

W. Grey, *Secretary to the Government of Bengal.*

Appendix G.—No. 7

To the Officiating Secretary to the Government of India, Home Department.

Sir, *Fort William, June 12, 1854.*

I am directed to forward, for the perusal and consideration of the Governor-General in Council, the correspondence noted in the margin,† and to submit the following observations in connection with it:—

Miscellaneous Revenue. Salt.

2. In December last, the Government of Bengal, in reviewing the Board's annual Report on the Administration of the Salt Department for 1852-3, remarked, with reference to the great diminution in the stock of salt, that it seemed "a favourable opportunity of trying the experiment of manufacturing on the excise system in one of the aurungs of the late 24 Pergunnahs Agency, and that steps might very properly be taken to ascertain whether private persons are willing to engage in the manufacture under such checks as it may be necessary to impose for the security of the revenue."

3. It will be seen, from the correspondence which is now submitted, that the Board are quite willing to try the experiment of manufacturing under an excise system, and that they concur with the Lieutenant-Governor "in thinking that the abandoned aurungs of the 24 Pergunnahs Agency are the best possible field for the experiment."

4. But the Board consider at the same time, adverting to the present greatly diminished stock of salt, and to the extreme uncertainty of a foreign supply, that it is a matter of imperative necessity to re-open the abandoned 24 Pergunnahs Agency, and they think that there is no reason why the revival of a Government manufacture, and the setting on foot of an excise manufacture, should not simultaneously take place within the limits of that agency.

5. On these points, the Lieutenant-Governor desires to remark as follows:—

6. In the first place, with respect to the introduction of an excise system, the Lieutenant-Governor has no doubt that the present is a most favourable opportunity, and that the abandoned agency of the 24 Pergunnahs affords the most favourable field for trying it, and he sees plainly that, if the present opportunity be lost, it may be too hazardous to try it next year, in which case the important experiment will, it is certain, be indefinitely postponed.

7. In the next place, the Lieutenant-Governor is satisfied, notwithstanding the Board's observations, that it would be a great mistake to attempt the establishment of an excise system on a large scale, side by side with a Government manufacture.

8. The Board admit that at any rate "the operations of the agent may lead to increase the price of labour, and so far affect the interests of the private speculator." But they add that they believe there is room for both. The Lieutenant-Governor, however, does

*

Hidgellee	10,00,000
Tumlook	9,00,000
Chittagong	8,00,000
Balasore	5,50,000
Cuttack	2,50,000
Pooree	4,00,000
Arracan	2,00,000
	41,00,000

† Letter from Board, dated May 12.
„ to „ „ 19.
„ from „ „ 31, with enclosures.
„ from „ June 3.

not believe that there is room for both upon any considerable scale, and except upon a large scale he should consider it futile to try the experiment of an excise system at all. He thinks that it is essential to the success of such a system that no Government agent with his lavish advances, and comparatively unthrifty system, should come at all in its way.

9. But, beyond this, the Lieutenant-Governor attaches much weight to the consideration, that if the introduction of the excise system is to be tried at all, and that it should be tried he considers of great importance, the conduct of the experiment by Government should not only be such as to give it in reality, and in the opinion of Government itself the very best chance of success, but such also as shall afford no ground for others to question the fair intentions of Government in the matter.

10. It may be certainly assumed that, should the experiment fail, many will be found ready to cry out against the Government that they have not been in earnest in the business, that having a strong leaning to, and partiality for, the old system, they have been indifferent and careless in regard to the success of an experiment which they were driven against their inclination to undertake.

11. For his own part, the Lieutenant-Governor sincerely hopes, and firmly believes, that the experiment will succeed, and he will spare no pains to make it succeed; but it is nevertheless possible that it may fail; and he is most desirous to avoid putting such a weapon into the hands of those who believe the Indian Government to be obstinately set against any alteration in the present system as would assuredly be afforded them, if they could point out, as the probable cause of failure, the fact of the Government having set up one of its own extravagant agencies side by side with the manufacture under excise.

12. Whether that might or might not be the real cause of failure, the Lieutenant-Governor thinks there can be no doubt that it would be cited as the cause, and that it would be urged against the Government, however unjustly, that it had purposely made the experiment in such a manner as to ensure its failure, and that such a charge would find in some quarters ready acceptance and credence.

13. But the Board strongly object to giving up the 24 Pergunnahs Agency on the ground of the great danger which will be incurred of a deficient supply of salt.

14. The danger of a short supply of salt does not, however, appear to the Lieutenant-Governor to be quite so imminent as the Board apprehend, He observes that the average quantity of salt taken out for consumption annually, exclusive of the retail consumption in Cuttack which is otherwise provided for, is about 60 lacs of maunds. Of this, as much as 29 lacs, and upwards, was in one year imported salt, leaving only 30 or 31 lacs of maunds to be supplied by Government manufacture. But this importation has so rapidly fallen off that last year it was only about 15½ lacs, and it is not considered to be likely to improve, though the present known demand for salt, and the prospects of the coming year will probably prevent its falling much lower. It may be prudent, however, to assume this source of supply to be this year as low as 10 lacs of maunds, to which may be added 10 lacs in store, and 5 lacs which have been indented for from Madras, giving a total of 25 lacs, exclusive of the out-turn of the season, which will add certainly 36 lacs, thus making altogether 61 lacs of maunds available, which is above the average demand, and quite independent of the 24 Pergunnahs Agency.

15. It is reckoned by the Board that the 24 Pergunnahs Agency, if reestablished, might yield in the first year from 6 to 8 lacs of maunds. If the excise system is tried instead of the agency, the quantity of salt made might not in the first year equal this quantity, but it would probably do so in the second year, and thus become a safe and valuable resource in coming seasons. On the other hand, if the agency is re-established this year, it could not be put down again next year, and the experiment of an excise system would be, thus, indefinitely postponed.

16. On the whole, the Lieutenant-Governor does not hesitate to recommend to the Supreme Government that the occasion should be taken to make the experiment of an excise system in the old agency of the 24 Pergunnahs, rather than to reestablish that agency.

17. The general outline of the arrangements which the Lieutenant-Governor would propose to make is as follows:—

18. He would propose to let out locations at nominal rents in those parts of the Soonderbunds heretofore used for salt manufacture under the old Government Agency, a licence being given for the manfacture of any quantity not below 2,000 maunds.

19. The progress of the manufacture in each location would be observed and reported on by an officer, exactly as is now done in the Government manufacture system. The licensed manufacturers would be required to store their salt in certain central depôts provided by Government, and the salt would be given out to purchasers on the production of permits, which the supervising officer would deliver to parties on receipt of the regulated duty for the quantity required.

20. The manufacturer might, if he choose to pay or to give security for the payment of the duty, have entire control over his salt after the completion of the season's manufacture.

21. The Lieutenant-Governor has been assured on very good authority, that this scheme is likely to be largely taken advantage of, and that it will probably prove a very thriving business.

22. Should it be so, it will no doubt spread, and the Government may be able

gradually to extend it to other agencies, and ultimately to withdraw altogether from manufacture, leaving the salt to be made, and the duty levied, on this simple plan of private manufacture.

23. It is certain, moreover, that if the experiment succeeds, it will in the course of time by the greater thrift and better management of private, as compared with Government, manufacture, produce salt for consumption at a cheaper rate, and therefore a lower price to the people than at present, while the Government revenue will be just as safe as it is now.

24. With regard to the expense of the experiment, it will be obvious to the Supreme Government, that, if the measure succeeds, it will be self-paying. The Lieutenant-Governor would wish so to organize the scheme in the first instance, as to make the amount of expense dependent on the progress of the experiment.

25. The Board have proposed that the agency which they desire to reestablish, should be placed in the hands of the Collector of the 24 Pergunnahs, putting him on the same footing as to emolument, as the Collectors and salt agents in Cuttack. The same principle, the Lieutenant-Governor thinks, may be adopted for the control of the excise manufacture through the Collector, but he would propose to make the increase to that officer's salary, dependent at first on the quantity of salt for which licences may be taken out. The expense of stationing preventive officers would obviously only be required, as the licensed manufacture was established, and in exact proportion to its extent.

26. Stating thus the general principle on which he would propose to act, the Lieutenant-Governor would ask the Supreme Government to leave in his hands for the first year, the details and the amount of expense to be incurred. It may be expected that the expense of prevention will be greater at first than it will be hereafter, especially if hereafter it may be found practicable to concentrate the localities of the excise manufacture; for, in that case, the proportion of preventive expense would, of course, be much less than in a scattered system of agency manufacture.

27. By the plan which is proposed, it will be obvious that if the experiment should totally fail, that is to say, if no licences at all should be taken out, no expense will be incurred.

28. The Lieutenant-Governor would of course propose at the close of the season to report to the Government of India the actual expense incurred.

I have, &c.,

W. GREY, *Secretary to the Government of Bengal.*

Appendix G.—No. 8.

To W. GREY, Esq., Secretary to the Government of Bengal.

Home Department. Sep. Revenue.

Sir, *June* 23, 1854.

I am directed to acknowledge the receipt of your letter, dated the 12th instant, with its enclosures, and in reply to state that the Governor-General in Council, entirely approves of the proposal of the Lieutenant-Governor, to establish, experimentally, in the abandoned agency of the 24 Pergunnahs, a manufacture of salt upon a system of excise, and is therefore pleased to vest His Honor with discretionary power to entertain such establishment as may be found necessary for the experiment in question.

2. At the end of the season, the Governor-General in Council will expect a report of the measures taken, and of the attendant results.

I have, &c.,

C. ALLEN, *Officiating Secretary to the Government of India.*

Appendix G.—No. 9.

Sir, *Fort William, July 7*, 1854.

With reference to the correspondence noted in the margin,* I am directed to forward to the Board, the accompanying copy of a letter addressed to the Supreme Government, under date the 12th ultimo, and of the reply received thereto, and to convey to the Board the Lieutenant-Governor's request that the general plan sketched in paragraphs 17 to 26 of the former letter may be carried into effect. Miscellaneous Revenue. Salt.

2. With respect to paragraph 25, the Lieutenant-Governor desires me to say that on further consideration it appears to him preferable, that the excise manufacture should be carried out under the immediate inspection of the superintendent of salt chowkeys, within whose jurisdiction the Tuffal part of the agency of the 24 Pergunnahs lies, and that, therefore, he would place it under the general direction and control of the Controller of salt chowkeys, instead of the Collector of the 24 Pergunnahs.

3. The Board will perceive it to be intended that no expense shall be incurred on the experiment but what will be provided for in its results. Whatever quantity of salt may be made under the excise system will pay the established duty, and that duty will be chargeable with its proportions of "preventive expense," like the duty on all other salt. Out of that proportion, when realized, or when in sure prospect of realization, will be paid such extra establishments as it may be necessary to keep up, and such additional remuneration as it may be thought fit to grant to the superintendent or superintendents of chowkeys entrusted with the management of the scheme. This remuneration the Lieutenant-Governor thinks should be, for the present at all events, in the form of a commission on the revenue realized from salt manufactured under the new system.

4. The Board will, in communication with the Controller, decide upon the places where, at the proper time, storing golahs for salt manufactured under the excise system shall be established. There will probably be not less than two places, and of these one should perhaps be in the neighbourhood of Baugundee or Bussuntpore (in which neighbourhood I am desired to say, it is in contemplation to vest Mr. A. T. Smith, Deputy-Collector, with the powers of a deputy-magistrate), and the other in the neighbourhood perhaps of Narrainpore. In the selection of these, or other locations the Board will, of course, endeavour to combine, as far as possible, the convenience of the public, the convenience of the manufacturer, and the convenience of the preventive establishments.

5. Wide notice should be given of the institution of the excise scheme, and every possible facility afforded to parties desirous of entering into it.

6. Licences will probably be given at the Board's office, and manufacturers allowed to pay duty either at the general treasury, or at any convenient local treasury. Rowannahs for manufactured salt may perhaps be given by the superintendent of salt chowkeys, on applications accompanied by receipts for the duty, signed by any duly authorized officer.

7. These however, with other matters of a like character, are details which may fitly be left to the Board; but, when the Board shall have matured their plan, the Lieutenant-Governor will be glad to have the opportunity of seeing it before it is actually carried into effect.

I have, &c.,
W. Grey, *Secretary to the Government of Bengal.*

To the Officiating Secretary to the Broad of Revenue.

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* Letter from Board, dated May 12, 1854.
" " " 29, "
" " " 31, " with enclosures.
" " June 3, "

Appendix G.—No. 10.

To the Controller of Salt Chowkeys.

Sir, *Fort William, July 29, 1854.*

With reference to the accompanying extracts* from a correspondence, from which you will observe that the Government have determined that the manufacture of salt on a system of excise, shall be allowed and encouraged in the abandoned aurungs of the late 24 Pergunnahs Agency, and have sketched the general outline of the plan upon which it is to be conducted, I am directed to request that you will, after communication with Mr. Crank, report your own, and that gentleman's opinion on the following rules and arrangements under which the Board propose to carry out the views of the Lieutenant-Governor, and especially in regard to the most suitable places of storage.

2. The first point is the selection of the precise field in which manufacture is to be allowed.

3. With a view to easy, effective, and inexpensive supervision, it is evidently necessary that the manufacture should be concentrated as much as possible, and that the manufacturers should not be allowed to scatter themselves at will, over a large and undefined area. It is proposed therefore, to select certain specified hoodahs of the Tuffal aurung, and in them to allot locations upon the application of parties, each new allotment being contiguous to the one last granted.

4. Hoodahs Mowkhalee and Patankhalee are situated in the unappropriated lots 131 and 132. They are the hoodahs which were suggested by Mr. Crank as suitable for the experiment, and might well, the Board think, be the first assigned for it. Mr. Crank estimated that they were capable of producing 1,80,000 maunds. Should all the khalary land of these hoodahs be taken up, allotments might be continued in hoodah Gochobah, lot No. 149, and should yet more land be required, it is available in lots Nos. 127, 128, 150 151, and 152, which in 1831, as appears from the correspondence of that time, were occupied by the Jessore Agency; and a portion of which continued to be worked after the Jessore Agency was incorporated with that of the 24 Pergunnahs.

5. To put the proposition in the form of a rule. Lots 131 and 132 in the first instance, afterwards lot 149, and subsequently, if necessary, lots 127, 128, 150, 151, and 152, in such order as may hereafter be judged expedient, will be assigned for the manufacture. The allotments will be contiguous, or as nearly so as the nature of the ground will admit.

6. The allotments will be 50 beegahs each, an area suitable for the location of a single khullaree, and the rent 1 anna per beegah. Any number of allotments, from one to a whole hoodah, may be assigned to a single individual upon his satisfying the superintendent of his ability, and bonâ fide intention to work them. The rent will be made payable half at the beginning, and half at the end, of the season. Should any person, or company, desire to take a considerable tract of country for manufacture on a large scale, elsewhere than in the locality above described, such application will be favourably received, should the site chosen appear on inquiry suitable for the purpose, and otherwise unobjectionable.

7. The supervision of the manufacture will be entrusted to the superintendent of Barreepore salt chowkeys, who will be allowed an assistant on a salary of rs. 100 with a travelling allowance of 25, and an establishment of as many coot darogahs at 25, and chuprassees at 4, as, from the extent of the manufacture, may prove to be necessary.

8. The coot darogahs will take an account of the daily manufacture of each khullaree, to be submitted weekly to the superintendent. The assistant will be continually moving about among the khullarees to prevent malpractices, and see that the darogahs do their duty properly. The superintendent will receive the reports of manufacture, and exercise a general supervision over the whole operation. The aurung establishment will be required for 7 months from December to June.

9. As regards storage, the Government undertakes to provide store golahs, and the Lieutenant-Governor is of opinion, that there should not be less than two places of store, suggesting Baugundee or Bussuntpore, and Narainpore. Narainpore is very far from the manufacturing grounds, it was never used as a depôt for the Tuffal produce, it is not the station of any superior officer; it is not easily supervised and does not appear to the Board

* From Board to Government of Bengal, dated May 31, 1854, paragraphs 5 to 9.
From Secretary to Government of Bengal to Officiating Secretary to Government of India, dated June 12, 1854, paragraphs 16 to 26.
From Government of Bengal to Board, dated July 7, 1854.

to have any special recommendation. Baugundee and Dehutta (which the Board believe is close to Bussuntpore) might be the most suitable stations, but on this point the Board will be guided in a great measure by your opinion and that of Mr. Crank, and you will be so good therefore as to report fully, with reference to the several considerations noticed by the Lieutenant-Governor. There will be a golah darogah for each depôt on a salary of, perhaps, rs.75.

10. The salt when laden for transport from the manufacturing grounds, will be stamped over by the coot darogah, and transported under chellauns specifying the quantity by coot. The chellans will be numbered and signed, and the boats passed by the aurung assistant, who will keep a register of the chellauns. On arrival at the depôt, the dispatch will be examined by the depôt darogah, the condition of the stamps noted, and the chellaun registered. The salt will then be weighed into store, and the result of the weighment entered in the chellaun register, as well as in a store account to be kept by the darogah. As this weighment would in any case be necessary for settlement of accounts with the molunghees, the expense will be charged to the manufacturer.* Each manufacturer's salt will be piled in a separate heap, and stamped with his own stamp. When a whole golah is stored with the salt of a single manufacturer, the golah will be secured with two locks, one key being kept by the manufacturer, and the other by the golah darogah. When a golah contains the salt of more than one manufacturer, there will be only one lock, the key of which will be kept by the golah darogah.

11. The registers of chellauns kept by the aurung assistant and the golah darogahs will be carefully compared by the superintendent, for which purpose extracts will be sent to him weekly, and, if any dispatch be not duly accounted for, or if any dispatch appear to have been tampered with, and the quantity received at the depôt be deficient as compared with the estimate, no salt belonging to the party concerned will be allowed to be delivered from the depôt, until the duty chargeable on the deficient quantity shall have been made good.

12. When excise salt is cleared for consumption, the amount duty will be paid into the general treasury, or the treasuries of Backergunge or Dacca, and rowannahs taken out at the Board's office in the same manner as for salt delivered from the Government golahs.

13. Wastage at the rates specified in the margin,† which are those current in Chittagong, will be allowed in accounting for salt stored under these rules, and duty must be paid on any deficiency beyond the allowed wastage, which may not be accounted for to the Board's satisfaction. For the realization of this duty, a sufficient portion of the salt may be detained and sold by Government.

14. The salt of each year's manufacture will be kept separate, in order that the accounts of each year's store may be duly made up.

15. Manufacturers who may not choose to store their salt at the fixed depôts, must make a deposit of the duty in Company's paper before removing it from the aurungs, and and the duty must be paid in full within 6 months from the close of the season, that is before the 1st of December of each year. The salt must be weighed before removal, and an excess of 3 per cent. will be allowed for wastage. Salt so removed will be protected by special passes to be filled up and signed by the superintendent, and, after removal, will be at the free disposal of the manufacturer, subject, however, to the provisions of section 46, Regulation X, 1819, manufacturers intending to remove their salt under this rule must give notice to the superintendent at the commencement of the season.

16. For a breach of any of the provisions of the rules, the licence of the party offending will be liable to be immediately withdrawn, and in the event of smuggling, connivance at smuggling, or other fraud being proved against the manufacturer, or his duly authorized agent, the whole of the salt manufactured or stored up by him will be liable to confiscation.

17. Applications for licences will be made at the Board's office, and all persons applying for licences will bind themselves to accept and abide by the conditions of the rules.

18. The Board, however, are not quite agreed in regard to the best mode of supervising the manufacture of the salt, and its removal into the store golahs, and Mr. Ricketts would prefer the following to the plan described in paras. 7, 8, and 10. You will of course notice both plans in your reply, and offer any suggestions which may occur to you.

19. Mr. Ricketts proposes that, under the superintendency of the Controller of salt chokweys, the immediate supervision of the manufacture will rest with the Superintendent of the Bareepore salt chowkeys, under whom will be placed assistants, darogahs, and chuprasses, the number of whom will be regulated by the quantity of land taken up by manufacturers on the following scale:

* By "manufacturer" is meant the person who takes out licence for manufacturing.

	MDS.	SRS.
† First Quarter after storage per 100 maunds	2	10
Second ,, ,, ,, ...	3	10
Third ,, ,, ,, ...	3	30
Fourth ,, ,, ,, ...	4	0

and an additional allowance at the rate of one maund per annum for salt kept in store above one year.

For each 1,000 beegahs occupied—

	R.
1 Darogah at 40 rupees per mensem	40
10 Chuprassees at 4 rupees per mensem	40

For each 3,000 beegahs occupied—

1 Assistant at	150
Travelling allowance	50
For each darogah one boat with eight oars	60
An attendant dinghee	4

20th. Supposing land to be taken for 3 lacs of maunds, *i. e.*, 6,000 beegahs, the establishment will be as follows:

	R.
6 Darogahs at 40 rupees	2,880
6 Jemadars at 10 rupees	720
60 Chuprassees at 4 rupees	2,880
30 „ 5 „	1,800
2 Assistants at 150 „	3.600
Travelling allowance at 50 rupees	1.200
Boats for darogahs	4,320
Dinghees attached	288
	17,688 *

21. The business of the assistants, the darogahs, and their establishments, will be to prevent the removal of salt from the manufacturing grounds without a pass. For this purpose they will constantly watch the approaches, and make seizures of any illicit salt found without a pass beyond the limits of the aurungs. They will have free ingress and egress to, and from, the manufacturing grounds, but they will in no way interfere with the manufacture.

22. Whenever a manufacturer shall purpose to remove salt from the aurung to the store, he shall give notice to the assistant, who shall appoint an officer or officers to supervise the removal. These officers shall be remunerated at the rate of 8 annas per day. Such a number shall be employed as shall enable them to superintend the lading of each boat. On a boat being laden, a hired chuprassee shall be placed on board with a chelluan, specifying the quantity in the boat by coot, and he shall proceed with it direct to the store, such hired chuprassees shall be remunerated at the rate of 4 annas per day each.

23. The chellaun shall specify the name of the manufacturer, the name of the mokam, the name of the dispatch mohurrir, the name of the hired chuprassee in charge, the quantity of salt by coot, and the date of dispatch from the aurung.†

24. The chuprassee shall take the boat to the store, and there leave the salt to be weighed into store by the golah darogah.

I have, &c.,

A. R. Young, *Officiating Junior Secretary to Board of Revenue.*

Appendix G.—No. 11.

Office of Controller of Government Salt Chowkeys,
August 31, 1854.

Sir,

Salt.

In reply to your letter of the 29th ultimo, I have the honour to lay before the Board a letter from the superintendent of Bareepore chowkeys, of the 22nd instant, relative to the contemplated excise arrangements, together with a few remarks of my own.

2. On the subject of selling salt direct from the aurungs, in a dry state, Mr. Crank observes that it is perfectly feasible, as at the existing Government agencies seven days are considered sufficient for dryage, and the superintendent also advocates the measure as one which would enable the manufacturer to pay his duty readily, and likewise because he feels assured that transportation to golahs would lead to malpractices in transit, and at the golahs, which the superintendent describes as "sinks of every malpractice and fraud."

3. There is no doubt that the permission to sell at the aurungs would afford great

To the Officiating Secretary to the Board of Revenue.

* This expenditure is about 2½ per cent. on an excise of 7,50,000. Each darogah will have to watch one square mile of country. Each Assistant to watch three square miles.

† Mr. Ricketts calculates that the cost of this superintendency will be a dispatch mohurrir 1 day, or chuprassees 4 days, for each 400 maunds, or 1 : 8 : 0, or fractions rejected, about 1,300rs. on 3,00,000 of salt, or something under ⅓ per cent. on an excise of 7,50,000.

facilities to trade, and that restriction to storage would fetter it, but if one tithe of the misdoings be carried on at the aurungs, which Mr. Wood has reported in his letter, dated 17th of May last, submitted to the Board with mine, of the 21st of June following, I should, if merely considering a system of policy, advocate sale from golahs, especially as the proprietor will not only be held responsible for all deficiencies on arrival at the golahs, under the 11th rule, proposed by the Board in their letter, dated the 29th ultimo, but will have paid up the cost of manufacture, and therefore have so complete an interest in the cargo as to make his cooperation in opposing malpractices sure, but, when I consider the circumstances under which the proposed manufacture is to be tried, keeping in mind, at the same time, exceptional restrictions bearing on all matters connected with the working of the excise system, I am almost prevented from urging the system of storage at golahs before sale, as it appears to me that such a measure would militate against the Government principle of free trade in salt, subject only to such excise, or other duties, as may now, or from time to time, be levied on such salt so manufactured.

4. If the Board's proposed rule of making proprietors accountable for deficiencies be adopted, I would deferentially observe that it would be but just that salt should be weighed by kyals before leaving the aurungs, for proprietors, cannot in fairness, be called upon to make good deficiencies exhibited by the process of coot, when, owing to the notorious incorrectness of such measurement, boats may not, from the very first, have been laden with full cargoes.

5. Mr. Crank would prefer storing in bulk instead of in separate heaps, because dryage would, thereby, be much lessened, and the necessity for erecting numerous golahs would be avoided. The adoption of Mr. Crank's system of storage would lead to endless complaints and justly so, for it could not be expected that the manufacturer and storer of a dry and superior quality would rest satisfied with the same average price as the producer of inferior salt, and if, by storing in bulk, Mr. Crank means to say that all salt should be heaped together indiscriminately, I must differ, and offer an opinion that salt can be safely kept under separate aduls, and in separate heaps in the same godowns, and the dryage be equally preserved by the simple method of placing partitions of bamboos between each heap. This method which is in force at the Sulkeea bonded godowns, is not only attended with safety and little expense, but has proved satisfactory to Government, as well as to merchants. Storage.

6. Mr. Crank would prefer, at first at any rate, only one depôt for golahs, and would choose Baugundee as the site, and the reasons given in the 39th, 40th, and 41st paragraphs of his report, are, I think, satisfactory.

7. On the necessity of restricting licences only to parties individually capable of preparing 2,000 maunds of salt, Mr. Crank is opposed. He fears such restriction would create a sub-monopoly and be fatal to any improvement in prices. This objection to restriction is worthy of consideration, but my want of experience in the Salt Department does not admit of my recording any opinion on this point. Licences.

8. I quite agree with Mr. Crank in deprecating the proposal of only paying establishments during the manufacturing season. From such a system neither zeal nor anything better than a mere perfunctory performance of duty could be expected, and moreover, the labourious nature of the contemplated duties, and the unhealthiness of localities, are such, as to entitle preventive officers to favourable consideration. Payment of Establishment.

9. On the subject of establishment generally, I concur with Mr. Crank in thinking that we must be guided according to the peculiarities of localities fixed on for manufacture. General Establishment.

10. I beg to report that I have directed the superintendent of Chittagong to be prepared to dispense with the services of his assistant, Mr. Rochfort, at a moment's notice; so that those services may be rendered available at the aurungs at the time of manufacture, and, if necessary, at the store golahs afterwards.

11. It is my intention, if the Board have no further reference to make to me on the subject under discussion, to proceed next week to inspect the localities for manufacture, the site of the Baugundee depôt, &c., and I also propose to direct Mr. Crank to issue notices inviting applications for licences.

I have, &c.,

J. G. Campbell, *Controller.*

Appendix G.—No. 12.

Office of Superintendent of Barripore Salt Chowkeys,
August 22, 1854.

Sir,

I have the honor to acknowledge the receipt of your letter, dated the 2nd instant, and to inform you that the letters in the margin,* noted as being enclosed with your communication, are not forthcoming, the other enclosures were duly received.

2. On looking over the correspondence received with your letter under acknowledgment, I find that a proposition formerly submitted by me in a demi-official form, has apparently been misunderstood, and that when I threw out a *suggestion* that salt manufactured under excise licence, on which duty might not be paid within a certain period after the cessation of manufacture, should be *confiscated.* I have been misapprehended, and my proposition construed into an intention to *destroy* the salt alluded to; I therefore deem it incumbent on me to explain, that I never for a moment contemplated such a course as that of *destroying* the salt; and the suggestion which follows in the same report "that the Government should take over at a low rate, any salt remaining after the close of the manufacturing season," will, I should hope, remove such an impression from the minds of the higher authorities.

3. I still, however, adhere to the belief that the salt may be sold on the spot† where it is manufactured, with less danger to the interests of the State than the transport of it in open boats to distant golahs would entail.

4. In Mr. W. Palmer's demi-official communication to Mr. Currie, my proposition to vend salt at the place of manufacture, is objected to in toto, because Mr. Palmer is of the belief that the salt, being *wet,* would prevent merchants from purchasing; and Mr. Currie appears to entertain similar opinions as the Gentleman above named. It seems presumptuous on my part to venture to differ from gentlemen of such great experience, but I would with every deference observe, that no necessity whatever exists for the salt merchants to purchase *wet* salt, and this assertion is fully susceptible of proof. The excise manufacture will commence sometime in the earlier part of December, and continue up to June, or perhaps through the greater part of that month, the preparation of salt will therefore be progressing for nearly 7 months, and there is nothing to prevent the article thus manufactured in December and January from being perfectly dry in the following month of February. If this be correct, and it must be admitted to be so, because about 7 days only are usually allowed for the dryage of agency salt in the aulungs, or drying sheds, before storage in the Government golahs, then the salt manufactured during the remaining 5 months will be equally dry in the same period,‡ and fit for sale. It is also palpably evident, that if this system of sale obtain, the manufacturers will prepare a small aulung, or drying shed, as well as their local storage golahs. In concluding this part of my letter, I would observe that the vend of salt in the aurungs would in a great measure (perhaps entirely) obviate the necessity of erecting excise bonded golahs, in which fraud and robbery are as likely to be practised, as in the open aurung.§ Such a measure would also render the transport of salt from the aurungs to those golahs unnecessary, an operation which, in my opinion, gives rise to many descriptions of roguery; and a reference to the records of your office will show, that, during one season of manufacture in the 24 Pergunnahs agency, I seized upon upwards of 900 maunds of salt, more than a moiety of which had been *forcibly* abstracted from boats laden with salt *on their way* from the aurungs to the golahs at Baugundee.

5. I would dwell yet further on this point, and beg to add that, if conceded, it would enable the manufacturers to pay with readiness the duty on the salt made by them, prior to its removal, nor would the adoption of such a measure in any way interfere with the storage of salt in Government golahs, by those parties who might finally prefer doing so.

To J. G. Campbell, Esq., Controller of Government Salt Chowkies.

* From Board, dated May 12, 1854.
To „ „ 19 „
From „ „ 3 „

† This observation is particularly directed to rowannah salt, or that vended in quantities more than 100 maunds. Much confusion would thus be avoided, and petty deliveries should be confined to the golahs at Baugundee, which would be under immediate European control.

‡ At the Narainpore salt works deliveries have, for some time past, been made from the salt manufactured during the present year.

§ The seizure of 1,130 maunds of salt delivered from the Narainpore golahs effected by me within the last few days, which shows an excess of 130 maunds on 1,000 maunds, fully proves, in my opinion, that malpractices can be carried on in the precincts of a golah, with more boldness than would ever be evinced in the public aurungs, where numerous unconnected parties would be witnesses of any fraud attempted.

6. Whilst on the subject of storage golahs, I would beg to offer a few observations on the Board's proposition in paragraph 10 of their letter, dated the 29th ultimo The proposition I allude to, is that "each manufacturer's salt will be piled in a separate heap, and stamped with his own stamp,"* This, with reference to the salt of the majority of the manufacturers, who will prepare the minimum quantity of maunds, 2,000, will, be utterly impracticable, unless an unprecedented number of storage golahs are prepared for the salt thus separately stored, must be placed in a position so that the owner can have free access to it, for the purposes of weighment and delivery to purchasers; and a tolerably large clear space will also be required, to effect this weighment. From former experience I conclude that a golah of the usual size would barely admit of the storage of maunds 20,000 of salt piled in separate heaps, whilst, if stored in bulk, maunds 55,000 might be placed in it. To avoid the necessity of building golahs in unprecedented numbers, which will arise if this plan of storage be resorted to, I would propose that the salt of all the manufacturers be stored in bulk, giving the owner a receipt for the quantity weighed off in his name, and opening a separate account for each party in a golah import and export book, showing on the one side the actual quantity stored, and on the other, date and amount of deliveries, &c., &c., which book I would cause to be carefully checked and scrutinized.

7. The difficulty of obtaining suitable sites for the golahs would then vanish, for by storing the salt in bulk, ten lacs of maunds might be safely placed in sixteen or eighteen golahs, whilst fifty would not suffice to receive the same quantity of salt, if stored in separate heaps of about maunds 2,000† each.

8. By storing the salt in bulk, the dryage would be much lessened, and the rate specified for wastage in paragraph 13 of the Board's letter above quoted, amply sufficient to cover it.

9. I therefore recommend, that the rates of wastage proposed by the Board be adopted as a rule,‡ and the surplus salt of golah after clearance (*i.e.*, deliveries of all the salt stored, minus fixed wastage) sold for the benefit of the Government, thus liquidating some portion of the extra expense which the establishment and maintenance of such golahs would involve.

10. I submit this plan for the Board's consideration, but any amendments which they may be pleased to make, shall be carried out in all their integrity.

11. The most suitable places for establishing storage golahs are, in my opinion, Baugundee, Assasoonee, or Chundkally; the latter named is close to Goraghat chowkey, to the south of the Jessore Division, and it stands on the Kuppaduk river. It is about equidistant with Baugundee from the Mowkhallee aurung. Assasoonee is somewhat nearer to Baugundee adjacent to the Chuprah khaul, in the route from Bussuntpore to Chundkhally.

12. The stores at Baugundee might be advantageously placed under the general control of the superintendent of salt chowkeys for the time being, the imports and exports being made by one or more of his sudder amlah, with a slight additional establishment as per margin.§

13. From the stores of these golahs,‖ (in addition to rowannah merchants) those extensive districts north of Baugundee, lying around Gobordangah and Chandoriah, as far as the northern boundary of Nuddea Zillah, or even beyond it, would undoubtedly draw their supplies, whilst to the eastward, the population of Byrah Dullooah, and other chowkeys, would be similarly benefited. The ryots, and others. of those thickly populated districts extending along the banks of the Kuppaduk river, would be furnished from the golahs I propose to establish at Chuadkhally, or Assasoonee. The latter golahs would also supply the article generally to the population of the Jessore and Backergunge Division, and the southern part of Baugundee, and, as a constant supply of good salt would thus be secured, I see no reason to doubt increased consumption of licit salt, in all the places enumerated.¶

14. The convenience would be equally great to every class of trader, those of Bengal and the north-west included, hence if it be finally determined that the system of storage shall obtain, I hold these localities most suitable and convenient for the erection of receiving golahs.

15. Bussuntpore** (Hinklegunge) is also a commodious spot, but the benefit arising

* In the storing golah.

† The majority of the manufacturers will not exceed this quantity.

‡ That is, a manufacturer storing 2,000 maunds should receive delivery of the same at the end of three months, minus the fixed allowance for wastage; but should he sell and deliver his salt before or after that period, a corresponding reduction or increase must be made in the wastage, and a corresponding increase or decrease in the quantity of salt delivered to him.

§ 2 Kyals at 7 rupees each per mensem 14
4 Golepaharees, who would act as cheppadar 16
Additional salary to sudder amlahs, say per mensem 30
(This includes English writer and acting golah darogah.)
Rs. 60

This establishment would be economical, but far from satisfactory. I have given my views more fully further on.

‖ The erection of a substantial golah capable of containing maunds 55,000 or maunds 60,000 costs Rs. 295.

¶ It would make little difference to the beoparies if they were obliged to draw their supplies from Baugundee only, as Jessore may be reached in a day through the Byrah Bheel, which is a particularly safe route, and that usually adopted.

** Salt golahs were formerly established here, and the ground on which they stood is, I believe, still available.

from the exercise of a direct personal control over the golahs by the superintendent of Baugundee salt chowkeys makes the latter place more desirable for a salt depôt, and would considerably reduce the annual expense of maintaining it.

16. Narainpore is not the spot to select for such a purpose, as it would not only be inconvenient to the trader, but also to the manufacturer; and to these objections may be added, the lowness of the land around that locality. It is within my recollection, that, from this latter defect, a serious loss was incurred by the passage of a large body of water into the golahs then existing there.

17. In the 4th paragraph of your letter under acknowledgment, you direct me to give, *seriatim*, my opinion on the rules and arrangements mentioned in the Board's letter, dated 29th ultimo, I therefore beg to state that the first 6 paragraphs of the Board's letter quoted, being entirely in accordance with my own opinions, no observations are called for from me on that portion of the letter quoted.

18. In the 7th paragraph, however, a proposition is made that an assistant be entertained in the Mowkhally aurung, on a salary of rupees 100 per mensem, with travelling allowance of rupees 25, and an establishment of as many coot darogahs, at rupees 25, and chuprassees at rupees 4 per month, as from the extent of the manufacture may prove to be necessary.

19. Mr. Ricketts further suggests that for each 1,000 beegahs of salt land occupied, an establishment should be entertained of the following strength:—

	Rs.
1 Darogah at 40 rupees per month	40
10 Chuprassees at 4 rupees per month	40
1 Boat for darogah at 60 rupees per month	60
1 Attendant dinghee at 4 rupees per month	4

and for each 3,000 beegahs of salt land occupied,

1 Assistant superintendent at 150 rupees	150
Travelling allowance 50 rupees	50

and this establishment the Board consider will only be required 7 months, *i.e.*, from December to June; the establishment would, therefore, be a temporary one.

20. With advertence to the proposed entertainment of a temporary force, I would, with much deference, observe, that in an experiment of this kind involving interests of such magnitude, it is essentially necessary that all the ministerial officers employed should, as far as practicable, be led to identify their interests with those of the Government they serve; and I do not believe any measure is so calculated to destroy this very proper feeling, to damp zeal and activity, as that of temporarily employing, and then leaving them several months in the year without the means of support.

21. From your letter I glean, that European, or Anglo-Indian agency, should be engaged as assistant superintendents in the work in question; and, as it now seems to be the desire of the Lieutenant-Governor of Bengal that the excise system should be fully carried out with the view, ultimately, of extending it to other agencies, so that the Government may be enabled "to withdraw altogether from manufacture." I entirely coincide in your opinion, and as the responsibility will be very great, and much confidence must be reposed in this class of officer, Is hould prefer European, or Anglo-Indian, agency to that of the class of natives whose services we should be likely to obtain. As I do not think that any temporary establishment is calculated to work well, I would here suggest, that every assistant's and subordinate's appointment should be made permanent; that the salary of the first should be rupees 120 and rupees 50 boat allowance for 7 months, and for the remaining five months of the year rupees 80 per mensem only, and that he during 5 months be deputed to perform such other duties, either in the chowkey or golah department, as may seem best to the Board.

22. The salary of the native darogah I would fix at rupees 40 for 7 months, and rupees 20 for 5 months, and make it incumbent on him also to perform during the latter months, any other duties in the salt department which might appear to be desirable. One or two jemadars on rupees 10 per mensem in each aurung would, I think, be useful; and a few chuprassees on rupees 4 per mensem. By these arrangements* we should be enabled to obtain the services of men who would strive by zeal and activity to retain the situations, and to merit the confidence of their superiors; whilst a temporary contract with them, would engender indifference to, and laxity in, the discharge of their duties (perhaps feelings of a worse kind), and subsequently prove anything but beneficial to the Government interests.

23. Mr. Ricketts has marked out a fixed excise establishment for certain limits, but, in a country like the Soonderbund tracts, we cannot, I would, with every deference to his opinion, observe, make any permanent arrangements for our excise force, which may be safely based on the area occupied in manufacture, or exactly adapted to all parts of those jungles. Such a force must be estimated by the number of khauls, or outlets, to be guarded. In those parts, where from the main creek or river, on whose banks the excise system is in progress, many smaller khauls, or outlets, branch out and lead by circuitous routes to other rivers, our establishment will necessarily require some slight increase to guard those outlets and prevent smuggling by them; but at Mowkhally (the place selected for initiatory

* See Enclosure No. 1.

proceedings) in consequence of the absence, nearly, of branch khauls, a corresponding reduction may be safely made in our establishment for that aurung. In a word—we cannot fix our establishment by rule, but must be guided by local requirements.

24. The instructions conveyed in the Board's letter in paragraphs 8, 10,* 11, 12, 13, 14, 15, 16, and 17, are so thoroughly practical, and admirably adapted to the purposes for which they are intended that it is quite unnecessary to offer any comments upon them. It is sufficient to state, I shall be prepared to see that they are exactly carried out, and attend strictly to the Board's wishes in every point in connexion with them. The necessary forms, &c., shall, prior to the commencement of the experiment, be submitted to you for your approval or revisal.

25. I would solicit the favour of your attention to the following arrangements which I would propose to introduce for the better management of the excise storage golahs.

26. In the first place, it will be necessary to take a security deposit from each darogah and kyal employed; in the next, I would recommend that for every golah, one darogah (or goomastah) and one kyal should be entertained, instead of one darogah or intendant for six, or perhaps more, golahs, and that each of these officers should be made responsible for the import and export weighments of his own golah.

27. The import weighments are, in the majority of golahs, carried on in a very lax and objectionable manner, hence the numerous cases of deficiency, or, as often stated, "accidental destruction of salt."

28. Let me briefly explain the process of import weighments, and I feel assured you will acknowledge it is susceptible of much reform. When the salt arrives at the golahs, it is temporarily stored in the aulungs, or drying sheds, and after remaining some ten or twelve days, weighed off into the former, six or eight scales working at the same time. A ticca mohurrir is employed to superintend each scale, on a miserable pittance of four or five rupees per month. A scale weighs off before each golah, so that where there are six or eight of these stores, the extreme scales are more than 150 yards asunder. It is, therefore, clearly evident that a golah intendant cannot test the accuracy of these weighments, except for such a period as he may remain close to any one particular scale. A system of fraud is known to prevail, and the trickery of the ticca mohurrirs he (the intendant) endeavours to cover by taking excess weighment from the sajooneahs. The ticca mohurrir, upon whom so much responsibility rests, gets, as before stated, about 5 rupees per mensem, but manages to collect in some way or other, generally by writing off more salt in his tippa account than actually goes into the golah (from the owner of every maund thus written he receives about 4 annas more), nearly rupees 50 per month.

29. The Board contemplate giving a salary of rupees 75 per month to the excise golah darogah, from which it would appear, the whole system of weighment, &c., is to continue. I would however beg respectfully to recommend, what I feel assured would be a great improvement on it, viz., that a mohurrir should be appointed to each golah, on a salary of rupees 15 or 20 per month, from whom a security of rupees 1,500 or 2,000 should be taken as a guarantee for the honest performance of the duty entrusted to him. That the import and export weighments to and from the particular golahs to which he might be attached, be made in his and the kyal's presence, and that both the tippa of imports and exports be kept personally by these officers, who should forward the original document to their own superintendent, and file copy of the same, with the signature of the proprietor of the salt, or his accredited agent, in his, the mohurrir's, records.

30. I would further beg leave to recommend, that the floors of the golahs be made on the surface of the ground, and not, as is the present and favourite plan of native officers, below it. Such a style of building as the latter, encourages fraud, because it suggests a ready excuse for deficiency, by ascribing it to an influx of water. Most often through rats' holes (which seem generally to abound around salt golahs when a deficiency is discovered); but if the floor of the golah were level, or nearly so, with the surface of the ground, and surrounded (externally) by a trench of about 9 inches in depth, water could never be admitted, nor would any excuse of this kind then be held valid to account for deficiency.†

31. The chief point for consideration in the plan now proposed by the Lieutenant-Governor, and approved by the Board's members, is the restriction of licences to those parties capable of manufacturing a quantity of salt not less than 2,000 maunds, but I do not see that it is proposed to take any guarantee from them for the preparation of this quantity.

32. In your letter dated the 2nd instant, you have requested a full and free expression of my opinion, and in consequence, I am the less diffident in stating that any restriction of the kind will not prove beneficial, unless the vend of salt be permitted at the place of manufacture.

33. The object of the Lieutenant-Governor and of the Board in introducing this experiment, is to benefit all classes, the poorer more especially, not only by throwing open the manufacture of salt, and thus giving employment to thousands of the ryots, but also in the course of time, by the greater thrift and better management of private, as compared

* My objections against part of paragraph 10, have been recorded previously.

† That this plan is correct and useful is shown by its results as applied to retail establishments. In these there is one mohurrir, one kyal, and, generally, but one golah, and all the salt received and delivered is weighed in their presence. We never hear of deficiency in retail golahs.

with Government manufacture, producing salt for consumption at a cheaper rate, and therefore at a lower price, to the people.

34. It seems to me this desirable object will be defeated by restricting the manufacture to those parties only, who are individually in possession of sufficient capital to be capable of preparing 2,000 maunds of salt, and by placing a prohibition on the sale of this salt, except from golahs prepared by the Government for its reception.

35. Such a restriction virtually changes the character of the experiment. Considered in the abstract it is simply a permission for the public in possession of capital, to manufacture salt on certain localities at their own risk, without having the power to dispose of that salt to the best advantage when and where they please. It removes from the Government the agency risk of advance, yet does not give the man who manufactures on his own capital, one privilege which the sajooneah does not possess when manufacturing for Government by Government money. Any restrictive measure of this nature, will therefore throw the excise manufacture into the hands of the few, and create a sub-monopoly fatal to any improvement in prices, or to any benefit to the community in general.

36. In my humble opinion the system to work well, should be thrown open to all, and the salt prepared permitted to be sold in the aurungs. To avoid the confusion attendant on the delivery of petty sales, I would, however, confine this privilege to rowannah sale only, or to quantities not less (say) than maunds 100.

37. The establishment of golahs, those links of every malpractice and fraud, should be carefully avoided, as far as possible, and the very poorest classes allowed, in my opinion, to combine, and work as a joint company, a khullaree of 50 beegahs, selling their salt when ready at the place of manufacture; and if the whole of these privileges were conceded, I would stake all I have, that less fraud would then be practised, fewer malpractices discovered, and less loss entailed on the Government than the system of preparing salt in the aurungs, and carrying it in open boats to the golahs will engender.

38. If the storage plan however, is as proposed, fully adopted, no exertion shall be spared by me to carry out the Deputy-Governor's wishes with the least possible loss to the State, and I shall devote unremitting attention to the trust which he has done me the honour to repose in me.

38½. The sites for the golahs which I have selected, I believe to be in the most favourable localities, to combine as far as possible "the convenience of the public, the convenience of the manufacturer, and the convenience of the preventive establishment."

39. But I would, with much respect, observe that it is unnecessary to establish two depôts for the storage of salt, at the outset of our experiment. The increase of these places will but throw open the more doors for fraud and corruption, and would, at present, be premature. One depôt might now be fixed at Baugundee, for the reception of say 8,00,000 maunds of salt, and Mr. Swinden ought to be at once directed to collect materials for these golahs, bamboos especially, which, unless sunk for some time in the water, will be attacked by a peculiar worm, which speedily renders repairs necessary.

40. The annexed sketch* will show the land now available at the station of Baugundee, and how it might be employed; should this number of golahs (as it doubtless will) ultimately prove insufficient, it would then be time enough to erect others, either at Assasoonee† (which would be the better site) or Chundkhally, in the Jessore division. But this contingency even might be provided for at Baugundee, as there is much more land available for the purpose contemplated.

41. The advantages of retaining, as long as possible, the general depôt at Baugundee, are manifold. I will show them presently, but, previous to doing so, would solicit your attention to the accompanying abstract‡ of the amount of establishment§ required for say 8 golahs, which would necessarily increase in the manner shown in the column of remarks.

42. The advantages of retaining the depôts at Baugundee are—

1st. The immediate control of an European officer.

2nd. The reduction of establishment, and consequent lessening of expense.

3rd. The eligibility of that locality, for such establishment, being within four or five miles of the route to the east and north-west, now taken by merchants' boats.

4th. It would obviate the necessity for separate golahs at distant localities, neither of which could then be strictly and constantly looked after by the superintendent.

5th. It would assist materially in preventing smuggling, at the time of transporting the salt from the place of manufacture, as all that salt would then be brought to the storage golahs by the same route, and the attention of the preventive officers on watch over it in transit could be fully‖ devolved to the one object; whereas if a separate depôt were established, in another locality, an increased guard would be required, in a ratio to the increased area of country traversed by the boats conveying salt to it.

43. There are many other cogent reasons which will suggest themselves, but I have

* Enclosure No. 2.

† Assasoonee is only a short day's journey from Baugundee. Chundkhally is considerably more distant from the Sudder station of the Jessore division.

‡ Enclosure No. 3.

§ After receipt of applications for licences we shall be enabled to form a pretty correct estimate of the number of golahs which in the outset will be required, and which we may calculate upon ultimately requiring.

‖ So in the original.

already trespassed so much on your valuable time that I shall now conclude these rough notes of what seems to me to be desirable, in carrying out the views and intentions of the Bengal Government.

44. Many other details will be given hereafter, as the emergency may arise; but I trust you will not find my present suggestion entirely useless, in preparing and establishing our first arrangements.

I have, &c.,
F. CRANK, *Superintendent.*

Enclosure No. 1.

Estimated Expense of Annual Establishment for the Aurungs of Mowkhallee and Patankhally, when Manufacture under Excise Licence shall commence.

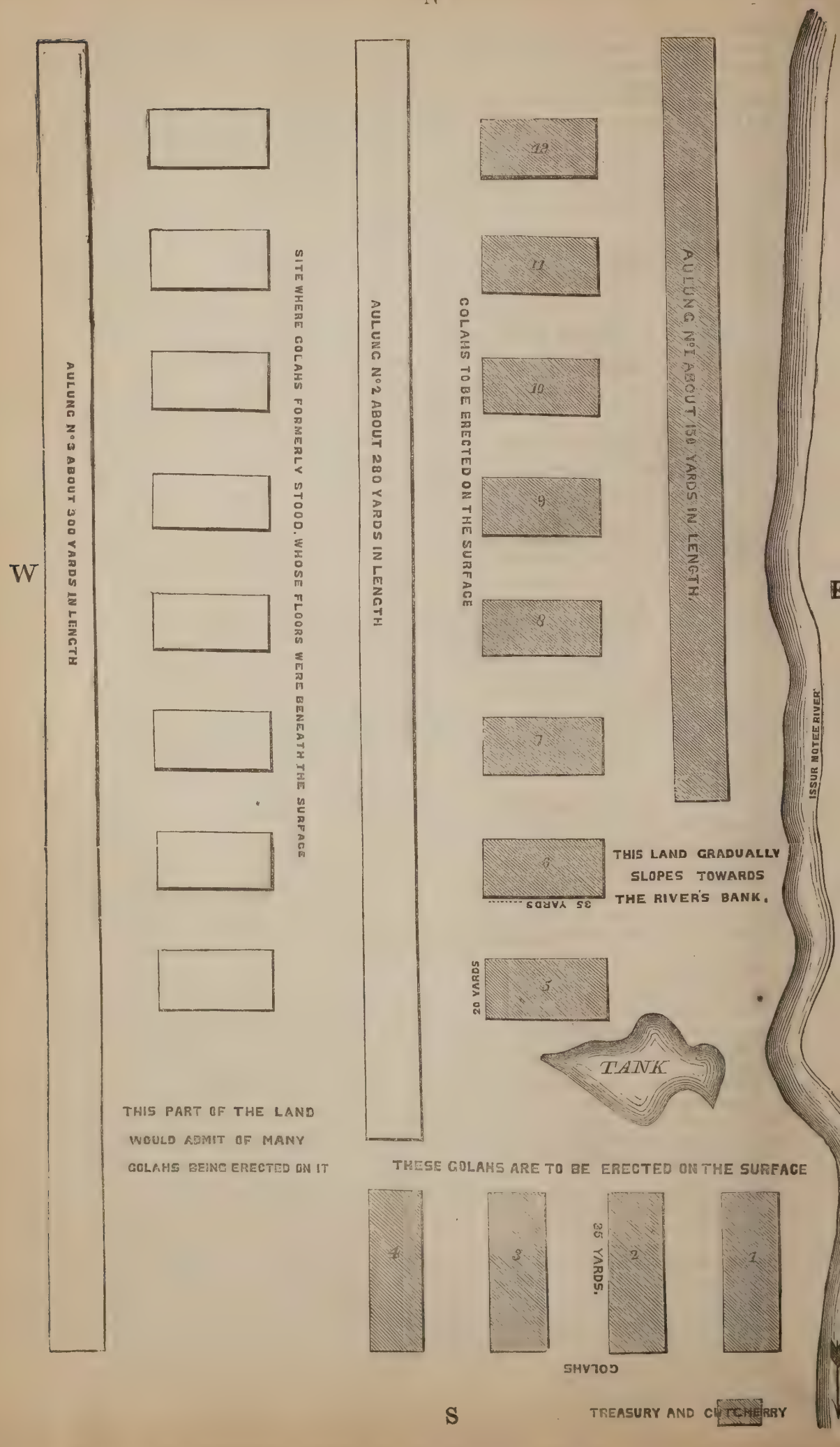
MOWKHALLEE.

	Per annum. Rs.
1 Assistant superintendent of excise at 120 rupees for 7 months	840
Ditto ditto for remaining 5 months at 80 rupees	400
Boat hire at rupees 50 per month for 7 months	350
1 Darogah at 40 rupees per month for 7 months	240
Ditto ditto 5 months at rupees 20 per month	100
1 boat at rupees 30 per month	360
1 Jemadar at rupees 10 per month	120
6 Chuprassees at 4 rupees per month	288
Stationery	10
Total per annum, rupees	2,708
Deduct salary, boat hire, &c., of assistant superintendent of excise in the Patankhally aurung	1,590
Total amount of expense for Patankhally aurung, rupees	1,118

As the one assistant might control both Mowkhallee and Patankhally the total annual expense, at the above estimate, would be rupees 3,826.

F. CRANK, *Superintendent.*

Enclosure No. 2.—Sketch of the Position which the proposed Storage Golahs at Baugundee would be in, with reference to the Issur Motee River.



Enclosure No. 3.

Estimated Expense that would be incurred at Baugundee, for an Establishment of (8) Excise Storage Golahs, supposing the amount of Duty, on Retail Deliveries from them, be paid into that Treasury.

8 Golah mohurrir at rupees 15 each	120	Should it be found necessary to increase the number of the golahs, one mohurrir and one kyal might be given for every extra golah, and 2 golepaharees for every 4.	
8 Kyals at rupees 6 each	48		
1 Cash mohurrir	15		
6 Golepaharees, who would serve as chuppadars	24		
1 Potdar	8	A guard of the Allipore Militia would, as formerly, be required.	
1 Char mohurrir	12		
1 Writer	25		
1 Jemadar	8	The expense of erecting the golahs and aurungs would be—	
Rupees	260		
		8 Golahs	2,360
Deduct salary of 2nd grade darogah of Belliah, whose appointment could be abolished	75	The necessary aulungs or drying sheds, about	1,200
		Surrounding fence, kodals, picks, &c., &c., about	100
Total expense per mensem	185	Total	3,660

A considerable part of this expense might be met by the abolishment of the subdivision darogah of Belliah. His division comprises Belliah, Bhadooriah, and Garacoopee. In the two former the special services of a darogah are not required, and the latter chowkey (Garacoopee), only yielding a sale of about maunds 80, might be given to the daroga, in whose subdivision Rojipore is included, as Garacoopee was formerly struck off from that chowkey, and might well be looked after by the daroga of it. I repeat the services of a daroga are not in the slightest degree necessary for Bhadooriah and Belliah; and in this opinion Mr. Swinden, the superintendent of Baugundee, with whom I consulted, perfectly agrees.

FRED. CRANK, *Superintendent.*

Appendix G.—No. 13.

To the Secretary to the Government of Bengal.

Sir, *Fort William, September* 8, 1854.

I am directed by the Board of Revenue to acknowledge the receipt of your letter, dated the 7th of July last, and to submit, in original, for the consideration of the Lieutenant-Governor, the correspondence noted in the margin,* which has taken place between the Board and the Controller, on the subject of arrangements for carrying out the views of Government, for the introduction of an excise system in the manufacture of salt. H. Ricketts, and E. Currie, Esqrs.

2. The general outline of the plan which the Lieutenant-Governor desires should be adopted is given in your letter to the address of the Secretary to the Government of India, dated the 12th of June last, and is as follows:—

1st. That locations shall be assigned, on nominal rents, in parts of the Soonderbunds heretofore used for the manufacture of salt, and licences granted to persons undertaking to make not less than 2,000 maunds of salt in a season.

2nd. That the progress of the manufacture shall be observed and reported on by Government officers, as is now done in the Government agencies.

3rd. That the salt manufactured shall be stored in central depôts, and delivered to purchasers, on production of permits, certifying the payment of duty, but that the manufacturer may, by giving security for the payment of duty, have entire control of his salt, after the completion of the season's manufacture.

3. The locality which has been selected for the commencement of the experiment are the hoodahs Mowkhalee and Patankhalee of the late agency, which are situated in the unappropriated lots, 131 and 132 of the Soonderbunds. These two hoodahs are estimated to

* To Controller of Salt Chowkeys, dated July 29, 1854.
From „ .. „ „ dated August 31, 1854, with one enclosure.

be capable of producing maunds 1,80,000 of salt, and there are other suitable lands adjoining, which can be reserved and occupied as they are required. It is necessary, the Board think, for preventive purposes, that each new allotment, where these are small, should be contiguous to the one last granted, as it would never answer to allow the manufacturers to scatter themselves at will in all directions over a large area. The rent charged will be one anna a beegah, and licences will be granted, without payment of fees, to all applicants, who engage to manufacture not less than mds. 2,000 in the season. Mr. Crank, the superintendent of Bareepore, who has been consulted by the Controller, is opposed to any limit being fixed to the quantity for which a licence may be taken out, but the Board do not see the force of his objections. Maunds 2,000 is represented to be the ordinary produce of a single khullaree, worked on the Tuffal plan, and such a restriction cannot possibly have any tendency to throw the manufacture into the hands of large capitalists. Encouragement will, however, be afforded to private individuals or companies, desiring to enter on the manufacture of salt on a large scale, and, with this view, licences will be given for considerable tracts in any other locality than that which has been specially set apart for the purpose, should the site chosen appear, on inquiry, suitable and unobjectionable.

4. The members of the board, it will be seen, differ in opinion as to the best mode of supervising the manufacture of the salt. Mr. Ricketts objects to all interference with the operations of the manufacturer within the limits of his manufacturing ground, and thinks that the removal of salt beyond those limits could, and should, be guarded against by means of an efficient preventive force outside. Mr. Currie, on the other hand, considers it indispensably necessary for the prevention of smuggling that each day's produce of every khullaree should be noted and accounted for, and in this opinion Mr. Crank concurs. Paras. 8 and 19 of my letter to the Controller, dated the 29th of July, contain the rules which would have to be observed, according as the latter, or the former, plan is approved by Government, and, for convenience, these paras. are here transcribed in parallel columns.

Para. 8. "The coot darogahs will take an account of the daily manufacture of each khullaree to be submitted weekly to the superintendent. The assistant will be continually moving about among the khullarees to prevent malpractices, and see that the darogahs do their duty properly. The superintendent will receive the reports of manufacture, and exercise a general supervision over the whole operation. The aurung establishment will be required for 7 months, from December to June"

Para. 19. "Mr. Ricketts proposes that, under the superintendency of the Controller of salt chowkeys the immediate supervision of the manufacture should rest with the superintendent of the Bareepore salt chowkeys, under whom will be placed assistants, darogahs, and chuprassees, the number of whom will be regulated by the quantity of land taken up by manufacturers on the following scale:—

"For each 1,000 beegahs occupied

1 Darogah at 40 rupees per mensem ..	40
10 Chuprassees at 4 rupees per mensem	40

"For each 3,000 beegahs occupied

1 Assistant at	150
Travelling allowance	50
For each darogah one boat with eight oars	60
An attendant dinghee	4

"Supposing land to be taken for 3 lacs of maunds, *i.e.* 6,000 beegahs, the establishment will be as follows:—

* 6 Darogahs at 40 rupees	2,880
6 Jemadars at 10 rupees	720
60 Chuprassees at 4 rupees	2,880
30 „ 5 „	1,800
2 Assistants at 150 rupees	3,600
Travelling allowance at 50 rupees ..	1,200
Boats for darogahs	4,320
Dinghees attached	288
	17,688

"The business of the assistants, the darogahs and their establishments will be to prevent the removal of salt from the manufacturing grounds without a pass. For this purpose they will constantly watch the approaches, and make seizures of any illicit salt, found without a pass beyond the limits of the aurungs. They will have free ingress and egress to, and from, the manufacturing grounds, but they will in no way interfere with the manufacture."

* "This expenditure is about 2½ per cent on an excise of 7,50,000.
"Each Darogah will have to watch one square mile of country.
"Each Assistant to watch three square miles."

The establishment which would be employed under Mr. Ricketts' system is stated above while that noted in the margin* would suffice at first, if the other system were adopted. Mr. Currie quite agrees with Mr. Crank in thinking that whatever establishment is entertained, should be employed throughout the year, and not only for six or seven months as was at first proposed, and in this Mr. Ricketts also concurs.

5. In regard to the sale of the salt when made, Mr. Crank strongly advocates the plan of allowing sales from the aurungs. Owing to the present scarcity of salt it is possible that the salt to be made this year may be brought up as soon as it is manufactured; but it is not at all likely that the whole of the salt will be ordinarily so disposed of, and Mr. Currie regards with some distrust a mixed system of sale and transport. He is unwilling, however, to oppose giving it a trial, as it is so strongly recommended by the officer to whom is to be committed the immediate working out of the new system, more particularly as his colleague Mr. Ricketts is favourable to it. A rule will accordingly, if the Lieutenant-Governor sees no objection, be introduced among those which it is proposed to frame, providing for the delivery of salt to purchasers from the aurungs on permits issued in the same manner as in the case of deliveries from the store golahs. The rule contained in para. 15 of my letter to the controller above referred to specifies the conditions under which the salt can be taken over by the manufacturer, without being stored in the Government golahs.

6. In para 4 of your letter under reply, it is suggested that there should be not less than two places of storage, but the Board are disposed to concur in the reasons assigned by Mr. Crank in paras. 39 to 41 of his report for limiting the store, at first at all events, to one station, and for the selection of Baugundee in preference to the others which have been thought of. The superintendent of Baugundee will be instructed at once to prepare materials sufficient for 10 or 12 golahs. The Board have no objection to Mr. Crank's plan of a separate mohurrir and kyal for each golah; but in that case the superintendent of Baugundee must depute one of his sudder amlah to superintend and register the imports. His proposition to store in bulk the produce of a number of manufacturers is, for obvious reasons, quite inadmissible.

7. Licences to manufacture will be granted by the Board on the report of the Controller, and the rowannahs to cover salt sold to purchasers will be issued in precisely the same manner as for all other salt. The manufacture and storage of the salt will be carried on, as directed by the Lieutenant-Governor under the general control of the Controller of salt chowkeys and the immediate management of Mr. Crank, the superintendent of the Barreepore division, assisted so far as the storage is concerned, by the superintendent of Baugundee. The extra remuneration, or rate of commission, which it is proposed to allow the superintendent, may be hereafter considered, as it must depend principally on the extent to which the scheme is carried into effect.

8. As soon as the Lieutenant-Governor's approval or modification of the above arrangements is intimated to the Board, they propose issuing notices inviting applications to manufacture under the excise system, and to draw up a set of rules which, after submission for final approval, will be published at the same time.

I have, &c.

A. R. YOUNG, *Officiating Junior Secretary.*

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*	For 7 months, from December to June.	For 5 months, from July to November.
1 Assistant superintendent	150	100
Boat allowance	50	..
Darogah	40	20
2 Jemadars, at 10	20	20
12 Chuprassees, at 5	60	60
	320	200

Appendix G.—No. 14.

To the Officiating Junior Secretary to the Board of Revenue.

Sir, *Fort William, September* 18, 1854.

Miscellaneous Revenue. Salt.

I am directed by the Lieutenant Governor of Bengal to acknowledge the receipt of your letter, of the 8th instant, with its enclosures, and, in reply, to inform you that the Government is much beholden to the Board for the care with which they have elaborated the details of the excise system of salt manufacture, about to be tried in the 24 Pergunnahs. Of these details the Lieutenant-Governor entirely approves.

2. His Honour sees no objection to the rule proposed in para. 5 of your letter, under which salt may be delivered from the aurungs on permits issued, in the same manner as in the case of deliveries from the store golahs.

3. On the subject of supervision, the Lieutenant-Governor is of opinion that when the system is once fairly established, the arrangements approved by Mr. Ricketts will probably be the most desirable; but in the infancy of the experiment, Mr. Currie's plan appears to be the safest, and, as such, it may be adopted, at all events for the present.

4. The Lieutenant-Governor is sanguine as to the success of the experiment, but, should it fail, his Honour feels assured that it will not be for want of the most sedulous good management on the part of the Board.

I have, &c.

W. Gordon Young, *Under-Secretary to the Government of Bengal.*

Appendix G.—No. 15.

To the Secretary to the Government of Bengal.

Sir, *Fort William, September* 23, 1854.

Salt. H. Ricketts and E. Currie, Esqrs.

With reference to para. 8th of my letter, dated the 8th instant, and to Mr. Officiating Under-Secretary Young's communication in reply, dated the 18th idem, I have the honour, by direction of the Board of Revenue, to submit herewith for approval, a draft of the rules under which it is proposed to grant licences to parties desirous of manufacturing salt on the excise system in the Soonderbunds, and to solicit that the Lieutenant-Governor's orders may be passed thereon as early as possible in order that the rules may be notified in the Gazette before the holidays.

2. I am to take this opportunity of stating that the Controller will be desired to bring the assistant superintendent of salt chowkeys, at present located in the Chittagong division, to Barreepore to relieve Mr. Crank of part of the ordinary duties of the superintendent, in order to leave him more at leisure to give his attention to the special duty of supervising the excise operations.

I have, &c.

A. R. Young, *Officiating Junior Secretary.*

Appendix G.—No. 16.

To the Officiating Junior Secretary to the Board of Revenue.

Sir, *Fort William, September* 25, 1854.

I am directed to acknowledge the receipt of your letter dated the 23rd instant, and in reply, to inform you that the Lieutenant-Governor approves of the draft of rules forwarded therewith, for granting licences to parties desirous of manufacturing salt on the excise system in the Soonderbunds.

Miscellaneous Revenue. Salt.

I have, &c.,
W. Grey, *Secretary to the Government of Bengal.*

Appendix G.—No. 17.

To the Controller of Salt Chowkeys.

Sir, *Fort William, September* 25, 1854.

With reference to your letter, dated the 31st ultimo, and its enclosure, I am directed to transmit herewith for your information, and for communication to the salt chowkey superintendents of Barecpore and Baugundee, a copy of the rules* approved by Government, under which licences will be granted to parties desiring to manufacture salt on the excise system.

Salt. H Ricketts and E. Currie, Esqrs.

2. Mr. Crank will understand that the supervision of the manufacture, is to be conducted in the manner indicated in paragraph 8 of my letter, of the 29th of July last. The Board approves his suggestion for retaining the establishment throughout the year, and he will, in due course, submit the usual proposition statement for the sanction of Government. The scale noted in the margin† would seem to be appropriate at the commencement of the experiment.

3. Adverting to your 10th paragraph, the Board desire that the assistant superintendent may be instructed to proceed to Bareepore in order to relieve Mr. Crank of part of the

* Enclosure A.

†

	For 7 months, from December to June.	For 5 months, from July to November.	
	Rs.	Rs.	
1 Assistant superintendent	120	80	
Boat hire for ditto	50	..	
2 Darogahs	80	40	
2 Boats, at 30 each	60	60	
2 Jemadars, at 10 each	20	20	
12 Chuprassees, at 4 each	48	48	
	378	248	
In the year	2,646	1,240	= 3,886
Stationery			20
			3,906

ordinary duties of the superintendent, and leave him more at leisure to give his attention to the special duty of supervising the excise operations.

4. You will observe, that it is proposed that applications for licence should be preferred to the Bareepore superintendent, who will furnish the applicants with all necessary information, and submit their applications, with his report thereon, for the Board's orders. Mr. Crank will, of course, carefully study the rules, and apply for any further instruction which he may require.

5. You will be so good as to instruct Mr. Swinden, at once to prepare materials sufficient for 8 or 10 golahs at Baugundee, which will be under the charge of the superintendent of that division. He will, when the time comes, depute a trustworthy officer of his sudder establishment, for the performance (under his own supervision) of the duties assigned by the rules to the "officer in charge of the golahs." There will be a separate mohurrir, or darogah, for each golah, as proposed by Mr. Crank. On all points connected be with the *receipt of salt into store*, the superintendent of Baugundee will communicate with the supervisor of manufacture; but the returns of salt stored and delivered, which should be submitted monthly, and the golah clearance statements may be furnished by him to your office direct. Forms for these returns, as well as for the returns to be submitted by the supervisor of manufacture, will be prescribed hereafter.

I have, &c.,
A. R. Young, *Officiating Junior Secretary.*

Enclosure A.

Notification of the Rules for granting Licences to parties desirous of engaging in the Manufacture of Salt under an Excise System.

Applications for licences will be received by the Board of Revenue, and also by the superintendent of the Bareepore salt chowkeys for transmission to the Board, from parties desirous to engage in the manufacture of salt under an excise system. A portion of the Sunderbunds, known as the Tuffal aurungs of the late 24 Pergunnahs Salt Agency, has been specially set apart for this purpose, and licences to manufacture will be granted to applicants on the following terms and conditions:—

1. The Sunderbund lots, 131 and 132, in the first instance, afterwards lot 149, and subsequently lots 127, 128, 150, 151 and 152, in such order as may hereafter be judged expedient, will be made available for the manufacture of salt on a system of excise.

2. Lands suitably situated in the above locality will be divided into allotments of 50 beegahs each, and rented at the rate of one anna per beegah, to parties engaging to manufacture not less than maunds 2,000 of salt per annum. Each new allotment must be contiguous to the one last granted, or as nearly so as the nature of the ground will admit; but any number of allotments may be assigned to a single individual, on his satisfying the Board of his ability, and *bonâ fide* intention, to work them. The rent of the lands must be paid half at the beginning, and half at the end of the season.

3. The supervision of the manufacture will be entrusted to the superintendent of the Bareepore salt chowkeys, assisted by an establishment, whose duty it will be to take an account of the daily manufacture of each khalary and to prevent malpractices.

4. The salt when made may, at the option and convenience of the manufacturer, be delivered to purchasers from the aurungs or stored in golahs, which will be provided by Government free of charge; or a manufacturer may, if he prefers it, under certain conditions, remove his salt to be stored elsewhere than in the Government golahs. In each case the following rules must be observed:—

5. When salt is sold for delivery from the aurungs, the amount of duty leviable upon it, at the rate of rupees 2 : 8 per maund, must be paid into the general treasury, and on production of receipts for such payment, permits will be granted at the Board's office for the protection of the salt, in the same manner as in the case of salt imported by sea. The weighment on delivery must be made in presence of one of the supervisor's officers, and the permit must be endorsed by the aurung assistant.

6. When salt is to be removed for the purpose of being stored in the Government golahs (which for the present will be established at Baugundee), the boats must be laden and the salt stamped over in the presence of one of the supervisor's officers. It will then be transported to the golahs by a certain prescribed route, under chellauns specifying the quantity by coot measurement. The chellauns will be numbered and signed and the boats passed by the aurung assistant, who will keep a register of the chellauns. On arrival at the golahs, the despatch will be examined by the officer in charge of the golahs, the condition of the stamps noted, and the chellaun registered. The salt will then be weighed into store and the result of the weighment entered in the chellaun register, as well as in the store account to be kept by the golah darogah. The expense of weighing the Salt into store will be borne by the manufacturer.

7. Each manufacturer's salt will be piled in a separate heap, and stamped with his own stamp. When a whole golah is stored with salt of a single manufacturer, the golah will be secured with two locks, one key being kept by the manufacturer, and the other by

the golah darogah. When a golah contains the salt of more than one manufacturer there will be only one lock, the key of which will be kept by the golah darogah.

8. The registers of chellauns kept by the aurung assistant and the officer in charge of the golahs, will be carefully compared by the superintendent, for which purpose extracts will be sent to him weekly; and if any despatch be not duly accounted for, or if any despatch appear to have been tampered with, and the quantity received at the depôt from such despatch be deficient as compared with the estimate, no salt belonging to the party concerned will be allowed to be delivered from the depôt until the duty chargeable on the deficient quantity shall have been made good.

9. Salt will be delivered to purchasers from the golahs on the production of permits, to be obtained from the Board's office in the manner described in Rule 5.

10. Wastage at the rates specified in the margin,* will be allowed in accounting for salt stored under these Rules, and duty must be paid by the manufacturer on any deficiency beyond the allowed wastage, which may not be accounted for to the Board's satisfaction. For the realization of this duty, a sufficient portion of the salt may be detained and sold by Government,

11. The salt of each year's manufacture will be kept separate, in order that the accounts of each year's store may be duly made up.

12. Manufacturers, who may not choose to store their salt at the fixed depôt must make a deposit of the duty in Company's paper, before removing it, and the duty must be paid in full, within six months from the close of the season, that is, before the 1st of December of each year. The salt must be weighed before removal and an excess of three per cent. above the quantity registered for duty will be allowed for wastage. Salt so removed will be protected by special passes, to be filled up and signed by the superintendent, and, after removal, will be at the free disposal of the manufacturer, subject only to the provisions of section 46, Regulation X, of 1819. Manufacturers intending to remove their salt under this rule, must give notice to the superintendent, at the commencement of the season.

13. The manufacture will be closed on, or before, the 31st of May, and all salt must be removed from the aurungs not later than the 15th of June. Any salt remaining in the aurungs after that date will be liable to be destroyed by the supervisor's officers.

14. For a breach of any of the provisions of the Rules, the licence of the party offending will be liable to be immediately withdrawn; and, in the event of smuggling, or connivance at smuggling, being proved against the manufacturer, or his duly-authorized agent, the whole of the salt manufactured, or stored, by him will be liable to confiscation.

15. Applicants, before receiving their licences, will be required to bind themselves to accept and abide by the conditions embodied in the foregoing Rules.

16. Should any individual or joint stock company desire to manufacture salt on a large scale elsewhere than in the locality above described, licences will be granted for such manufacture, provided the site chosen appear, on inquiry, suitable for the purpose, and a compliance with the application be otherwise unobjectionable. The foregoing terms, except in so far as they may be in part modified by special conditions to be entered in the licence, will be applicable to licences granted under this rule.

By order of the Board of Revenue,

A. R. YOUNG, *Officiating Junior Secretary.*

Fort William, September 25, 1854.

Appendix G.—No 18.

To the Secretary to the Government of Bengal.

Sir, *Board of Revenue, L. P., Fort William, May* 14, 1855.

Salt.
E. Currie and J. Dunbar, Esqrs.

I have the honour, by direction of the Board of Revenue, to acknowledge the receipt of your letter, dated the 28th March last, in which the Lieutenant-Governor calls for a report of the working of the experiment of manufacturing salt under a system of excise, in certain parts of the late 24 Pergunnahs Agency.

	MDS.	SRS.
* First Quarter, after storage, per 100 maunds	2	10
Second „ „ „ „	3	10
Third „ „ „ „	3	30
Fourth „ „ „ „	4	0

And an additional allowance at the rate of one maund per annum for salt kept in store above one year.

2. In reply I am desired to state that, in order that the Board might be in a position to make their report to Government, inquiries had to be made of the superintendent of Bareepore chowkeys (to whom the carrying out of the experiment of the excise scheme had been entrusted), with respect to the present state and prospects of the manufacture, as set on foot in Saugor Island and the Soonderbunds. Mr. Crank's report has now been received and the Board proceed to offer the following observations and opinions.

3. The rules, as approved by Government, were translated and published on the 25th of September last, and measures were adopted for making the scheme generally known. Only two applications, however, were received for allotments of land in the Tuffal aurung, and, of the two applicants, only one actually took out a licence. The cause of the withdrawal of the other is not very clearly stated, but it would seem to have been some disagreement with the neighbouring zemindars of Takee, whose ryots it was intended to employ in the manufacture. One licence also has been granted, under Rule 16, to Mr. Fraser, the agent of the Saugor grantees.

4. Mr. Fraser, on taking out his licence, expressed an intention of making about 11,000 maunds of salt. The superintendent estimates that his manufacture will reach 20,000 maunds, and that about 5,000 will be made in the Soonderbunds' allotment. But both these, I am to remark, are, in the Board's opinion, over estimates: the Board apprehend that the whole of the manufacture, under the new Rules, will not exceed 20,000 maunds.

5. The inquiries made by Mr. Crank, last year, had led the Board to expect that the applications for allotments in the Soonderbunds would be much more numerous. The reasons now assigned by him for the paucity of the applications appear to be:—

1st. The opposition of persons connected with the former manufacture, on account of Government.

2nd. The rule which prescribes a minimum quantity of 2,000 maunds.

3rd. The small profits realized by parties other than zemindars of the neighbourhood;

4th. And the risk of loss in making advances to the molunghees.

6. As regards the first reason, the Board think it quite possible that the "sajooneahs" or contractors, under the late 24 Pergunnahs Agency, several of whom were expected to take out licences, may have hung back from the expectations that the failure of the scheme would oblige Government to re-open the agency. There can be no doubt, as was seen in the case of Mr. Fraser, that parties would rather manufacture under contract for Government than on their own account.

7. The second point the Board directs me to observe, viz., the Rule which fixes 2,000 maunds as the minimum quantity for which a licence will be granted, is that upon which Mr. Crank appears to lay most stress, but, as it seems to the Board, with little reason. He brought it forward before and it was adverted to in paragraph 3 of the Board's Report of the 8th of September last. At Bombay the limit is fixed higher, viz., 5,000 maunds. Mr. Crank says that, if there were no restriction, "the poorer classes would band together, for manufacturing purposes." But there is nothing in the rules to prevent two or more sajooneahs from entering into partnership, and taking out a joint licence. The Board think the restriction necessary, and that no good, but much evil, would result from its abandonment.

8. With respect to the third reason, it is quite true that there are expenses connected with manufacture in the Soonderbunds, which would, probably, make it too costly for any others than persons residing in the neighbourhood. But the parties whom the Board expected to take out licences were not distant speculators but some of the more substantial sajooneahs, and the neighbouring zemindars. The low prices at which the salt of the agencies is sold, joined to other considerations, would probably deter any other persons from entering in such a speculation.*

9. The last reason mentioned by Mr. Crank, viz., the difficulty of recovering advances, is one of the considerations just alluded to, and no doubt it is a very important one, for which it would be very desirable to derive a remedy. The superintendent suggests that summary suits for the recovery of advances from molunghees might be tried by salt superintendents. The Controller of Chowkeys proposes that the power of distraint, given by section 18, Act XXIX, of 1838, to salt agents, might be conferred on licensed manufacturers. The Board cannot advocate the adoption of either of these plans. Any proposition for extending the power of distraint, which, in the hands of individuals, is admitted to be liable to the greatest abuses, seems very questionable; and the multiplication of special courts for particular causes is both objectionable and unnecessary. The Small Cause Court Bill will probably provide all that is requisite in this respect. Or if such Courts are not generally introduced, and the point should appear to be of such importance as to call for the interference of the Legislature, summary process might, perhaps, be provided for this class of cases, in the same way as has been done for indigo advances, by Regulation VI, of 1823, the cases being made cognizable by moonsiffs.

10. Mr. Crank was desired to report especially upon the probability of more extended manufacture next year. Upon this point the expectations which he holds out are not very

* An influential native gentleman, formerly connected with the salt department, had some thoughts of trying it, in partnership, it is believed, with others; but he stated afterwards that it could not be done unless Government would make some abatement of duty in their favour.

encouraging. He says that Mr. Fraser will enlarge his operations in Saugor, and the Board have no doubt that he will. They expected that he would have made more salt this year. The person who took the Soonderbuns' allotment, and who is said to be the agent of the wealthy zemindar, Prannath Chowdry, will also, probably, extend his manufacture. But Mr. Crank says nothing of any likelihood of more applicants for allotments in that neighbourhood coming forward.

11. Upon the whole the Board are of opinion that no considerable extension of operations can be looked for, under the rules for manufacture in the Soonderbuns, and storage at Baugundee. It would, perhaps, be premature to say that the plan has failed, but the prospect of success is so doubtful and remote that it should not, the Board think, be allowed to stand in the way of any arrangements for the extension of manufacture, on the part of Government, which the exigencies of the department may suggest. The Board would look rather to undertakings under Rule 16, similar to that of Mr. Fraser, for the gradual increase of manufacture, under a system of excise. Mr. Crank mentions vaguely that one of the great salt merchants has such a plan in contemplation, and the Board believe that such an idea was entertained by an English landholder in Bullooah, with respect to one of the islands at the mouth of the Megna.

12. The expense of the small establishments entertained in the Tuffal aurung, and at Saugor amounts, it would seem, to about rs.1,680 per annum, which, on manufacture of 20,000 maunds, yielding a duty of rs. 50,000, is something more than three per cent. To this is to be added the remuneration to be allowed to the superintendent, which it was determined, by Government order of the 7th of July last (paragraph 3), should take the form of a percentage. Mr. Crank asks for three per cent., and this rate, which, on the present year's manufacture, will not, the Board believe, give him more than 1,500 rupees, is, they think, moderate and suitable. It should, however, be understood that the rate will be open to revision next year. The extra preventive charge on the excise salt will thus amount, probably, to about six per cent.; the extra preventive charge on agency salt, that is, the total of the agency charges not included in the cost price of the salt, is a little more than $2\frac{1}{2}$ per cent.

I have, &c.,
H. V. Bayley, *Officiating Junior Secretary.*

Appendix G.—No. 19.

To the Officiating Secretary to the Board of Revenue, Lower Provinces.

Sir, *Fort William, May* 21, 1855.

I am directed to acknowledge the receipt of your letter dated the 14th instant, furnishing a report on the working of the experiment of manufacturing salt under a system of excise, and in accordance with the rules which were sanctioned by Government on the 25th of September last.

2. The Lieutenant-Governor desires me in reply to state, that having considered the facts stated in this Report, he thinks it would be well that the rules should be again generally and widely promulgated, with the especial object of inducing persons to apply for licences, under Rule 16, for manufacturing salt in other places not comprised within the limits of the Soonderbunds.

3. I am desired to convey his Honour's sanction to the remuneration proposed for the superintendent of the Bareepore chowkeys for the present year, viz., 3 per cent. on the manufacture, a revised rate of remuneration being adopted next year, if thought necessary.

I have, &c.,
H. Pratt, *Under-Secretary to the Government of Bengal.*

Appendix G.—No. 20.

Sir, *Fort William, May* 15, 1855.

Salt.
E. Currie and
J. Dunbar, Esqrs.

On the 12th of May, 1854, the Board of Revenue submitted a special Report to Government upon the state of the salt provision for the then ensuing year. As the state of that provision is now in some respects equally, or even more, critical, and as it is also near the time when the Board usually request the orders of Government respecting the quantity of salt to be manufactured in the coming season, they are of opinion that it will be well that this important subject should be, at once, brought under the consideration of Government.

2. In my predecessor's letter of the 3rd of June last, it was stated that the stock in hand, exclusive of the new salt then in course of receipt into the golahs, and making a due allowance for wastage, was about 15½ lacs of maunds. It was calculated that, exclusive of the Cuttack local sales, the wholesale deliveries of the year would be, at the very least, 38,00,000 maunds, and the retail sales 3,00,000 maunds, making a total of 41,00,000 maunds. To meet this demand, the Board reckoned upon a supply from various sources of maunds, 37,50,000, and consequently anticipated that the small reserve above-mentioned would be further reduced to the extent of at least 3½ lacs.

3. The actual results, the Board regret to say, have been even more unfavourable than this prospectus. Notwithstanding an increase in the supplies of imported salt, which they had little reason to hope for, the rowannah sales have exceeded the estimate, and the total deliveries of Government salt, wholesale and retail, must be about 43,00,000 maunds.* On the other hand, owing to the non-fulfilment of the expectations held out by the Arracan officers, and to the produce of the Cuttack Agencies having turned out less than was anticipated,† the supplies have fallen short of the estimate, as shown in the following comparative table :—

Agency.	Estimate.	Out-turn.
	Maunds.	Maunds.
Hidgellee	9,00,000	9,21,532
Tumlook	8,00,000	8,37,564
Balasore and Pooree	10,00,000	8,28,922
Pooree kurkutch	2,00,000	1,01,659
Cuttack	1,50,000	61,535
Chittagong	5,00,000	4,82,183
Arracan	1,00,000	25,788
Madras (at Chittagong)	1,00,000	1,13,403
	37,50,000	33,72,586

In consequence, the actual balance, instead of being, as hoped for, about 12 lacs, is only about 5½ lacs, exclusive of about 3,00,000 of kurkutch received from Madras, in part of last year's indent of 5,00,000 maunds. In fact, the store at Sulkea may now be said to be reduced to the Madras salt, and about 4 lacs of maunds of the old 24 Pergunnahs' manufacture, which is priced so high as to be sure of remaining unsold, so long as there is any other salt in the market.

4. The question then is, what are the means for meeting the demand of the current year? Most unfortunately the season has, from the commencement, been very unfavourable for the manufacture; hence, notwithstanding the exertions made to secure a large supply, the out-turn is likely to be very inadequate. In Chittagong, the manufacture was brought to an untimely close about the middle of last month, by storms and continuous rains. From the Agency Returns, it is manifest that neither the Hidgellee nor Tumlook will complete their taidads. The reports from Arracan are also disappointing. The Commissioner himself went down to Kyouk Phyoo for the purpose of making inquiries, and the result was very far from confirming the expectations which had been held out by the superintendent, Mr. Hind. At Captain Hopkinson's recommendation, the Board have authorized the price to be raised from 7 annas to 8 annas a maund, with a view of securing all the salt that may be available. It is difficult to form any estimate of the probable

To the Secretary to the Government of Bengal.

* The retail returns for the last month have not yet been received.

† Besides the produce being short, some salt was lost in Cuttack, and by default of the transport contractors, about 1,30,000 maunds has been left in the agencies, and is not therefore brought into the accounts.

receipts from Cuttack; but, even including some salt of last year's manufacture left in the agencies, they are very unlikely to exceed those of the current season. According to the best judgment the Board can form, the quantity that will be available may be as follows:

	Mds.
Hidgellee	9,00,000
Tumlook	8,00,000
Chittagong	6,50,000
Arracan	1,50,000
Madras at Chittagong	2,00,000
Balasore	4,00,000
Cuttack	1,00,000
Pooree	3,00,000
Ditto kurkutch	2,00,000
	37,00,000

The demand for Government salt, for reasons to be given presently, may probably not exceed the amount at which it was reckoned last year, viz., 41,00,000. Indeed, the Board think it may, probably, be less; but, under the most favourable circumstances, the supply must apparently fall short of the demand, and the small reserve of pungah above referred to will, in all probability, be absorbed, leaving in store only such portions of the Madras indent (15,00,000 maunds) for the two years 1853-4 and 1854-5, as it may be practicable to bring up. The Government has been made aware, by recent Reports,* of the great difficulty experienced in obtaining tonnage for this salt.

5. It is then, the Board think, abundantly evident, that, for the next few years, the Government will require all the salt that can possibly be manufactured in order to replenish their stores, and that the present sources of supply are inadequate for the purpose. Last year the Board pressed strongly on Government the expediency, or rather the necessity, of re-constructing the 24 Pergunnahs Agency, but the Lieutenant-Governor objected that it would interfere with the experiment, then about to be tried, of introducing private manufacture under a system of excise. In the Report† just submitted upon the results of that experiment, the Board have stated that they do not think them such as to warrant that the trial of the excise system should be allowed to stand in the way of the measures necessary for the extension of the Government manufacture. The Board, would, therefore, again, respectfully and earnestly, urge upon Government the immediate reestablishment of the 24 Pergunnahs Agency. Hoodah Gochoba, which was partially occupied by an excise manufactory this year, and other hoodahs if necessary, might be set apart for applicants for licence under the excise system, and with them the Government operations would not interfere. The Board do not think that any hesitation need be felt about re-opening the agency on the score that the present dearth of salt is only temporary, and that it may be necessary to close it again when that dearth ceases; they believe that so long as manufacture, on account of Government, is continued, it will be the interest of Government to make salt in this agency. Mr. Bury, who had been Salt Agent of Chittagong and of Tumlook, and was in charge of the 24 Pergunnahs Agency when it was abolished, always maintained that the abolition was a mistake, and that the facilities for the manufacture of a large quantity of salt were much greater than in any other agency. The produce may be dearer than that of Tumlook and Hidgellee, but it need not, the Board are persuaded, be dearer than that of Chittagong, Cuttack, and Pooree; and the change recently made in the mode of adjusting the cost-price of salt will effectually prevent the Government from being again undersold by imports from the United Kingdom.

6. The Board would therefore propose, with some slight modifications,‡ the same standard which they recommended last year, viz.:—

	Mds.
Hidgellee	11,00,000
Tumlook	9,00,000
Chittagong	8,00,000
Balasore	5,50,000
Cuttack	2,50,000
Pooree { pungah	4,00,000
Pooree { kurkutch	8,00,000
24 Pergunnahs	6,00,000
Arracan	2,00,000
	56,00,000

Exclusive of the quantity for local sale in the Province of Cuttack, which will be about

Mds.	
1,00,000	for Balasore.
2,00,000	for Cuttack,
3,00,000	kurkutch for Pooree,
6,00,000.	

* Dated April 17, 1855; dated May 14, 1855.

† Dated 14th instant.

‡ It would be useless to fix the 24 Pergunnahs taidad for the first year higher than 6,00,000. An addition has been made of 2 lacs of Pooree kurkutch.

7. It has been stated above that the Board expect that the demand for Government salt, or rather the quantity of Government salt required for the supply of the market (for Government salt is now so cheap that it will always be in demand in preference to salt from England) in the year now commencing may, probably, be less than it has been during the two last years. The ground of this opinion is, that there has been, within the last few months, a very great improvement in the imports, especially from the United Kingdom. The quantity of imported salt in bond, on the 30th of April, 1854, was 2,77,389; on the 30th of last month it was 5,21,761 maunds. The exports from Liverpool, in January and February, 1854, were *nil;* in January and February, 1855, the Board learn that they have amounted to 11,413 tons, equal to more than 3 lacs of maunds, and they continued at about the same rate up to the latest date of which advice has been received. This is satisfactory as showing that the inexhaustible supplies of England may be made available for the wants of this country, though not always so promptly as would be desirable. It relieves us of the apprehensions of an actual dearth, which was otherwise imminent; but it does not, the Board conceive, furnish any reason for keeping the Government golahs in their present state of exhaustion one hour longer than it may be unavoidable.

I have, &c.,
H. V. Bayley, *Officiating Secretary.*

Board of Revenue, Lower Provinces, May 15, 1855.

Appendix G.—No. 21.

To the Officiating Secretary to the Board of Revenue, Lower Provinces.

Sir, *Fort William, May* 21, 1855.

With reference to paragraph 6 of your letter, dated the 15th instant, I am directed to convey to you the sanction of Government to the proposed provision of salt for the ensuing season,* with the exception of the quantity proposed to be manufactured in the old agency of the 24 Pergunnahs, regarding which, orders will be communicated to you hereafter.

I have, &c.,
Hodson Pratt, *Under-Secretary to the Government of Bengal.*

Appendix G.—No. 22.

To the Controller of Government Salt Chowkeys.

Sir, *Fort William, June* 5, 1855.

I am directed to transmit herewith 80 copies of printed Rules, under which licence will be granted to parties desirous to engage in the manufacture of salt on the system of excise, and to request that you will be good enough to distribute them on your tour, and give to the superintendents subject to your control, for the same purpose, such numbers of copies as you may think expedient. You are further requested to have copies affixed in your own cutcherry, and those of your subordinates, and cause the same to be affixed in those district cutcherries of other departments where you may consider the knowledge of the Rules likely to lead to the extension of the excise system.

I have, &c.,
H. V. Bayley, *Officiating Secretary.*

	Maunds.
* Hidgellee	11,00,000
Tumlook	9,00,000
Chittagong	8,00,000
Balasore	5,50,000
Cuttack	2,50,000
Pooree { pungah	4,00,000
Pooree { kurkutch	2,00,000
Arracan	2,00,000
	44,00,000
N.B.—Add for local sale in the Cuttack Province	6,00,000
Total	50,00,000

Appendix G.—No. 23.

To the Collector of the 24 Pergunnahs.

Sir, *Fort William, June 5, 1855.*

I am directed to transmit herewith, 25 copies of printed Rules for granting licences to parties desirous to manufacture salt under the system of excise, and to request that you will be good enough to take such steps for their distribution, as you may think most likely to lead to a knowledge on the part of the public of the terms upon which the excise system can be adopted and extended.

I have, &c.,
H. V. Bayley, *Officiating Secretary.*

Appendix G.—No. 24.

Sir, *Fort William, June 13, 1855.* Miscellaneous Revenue. Salt.

In compliance with the instructions conveyed in paragraph 2 of Mr. Allen's letter, dated the 23rd day of June, 1854, I am directed to submit the accompanying copy of a Report* from the Board of Revenue, of the working of the experiment of manufacturing salt under a system of excise. A copy of the Rules† under which this experiment has been tried, is also submitted, which will sufficiently explain the measures which have been taken for establishing a manufacture of salt upon a system of excise.

2. In the reference which was made on this subject to the Supreme Government last year, the question of attempting to establish a manufacture of salt under an excise system was mixed up with another question, namely, the proposition of the Board of Revenue for the re-opening of the 24 Pergunnahs Salt Agency. The reasons which induced the Lieutenant-Governor to deprecate the re-opening of that agency, were fully stated in my letter, dated the 12th of June, and were such, it is presumed, as satisfied the Supreme Government, though the question was not directly adverted to in Mr. Allen's reply.

3. The two questions are again this year, necessarily, connected, for, on the one hand, the *Government* stocks of salt being yet lower than they were this time last year, the Board have again, in their letter dated the 15th ultimo, (a copy of which accompanies, together with the reply to it), strongly urged the re-opening of the 24 Pergunnahs Agency; while, on the other hand, it is yet more plain to the Lieutenant-Governor than it appeared last year, and is, indeed, it may be said, admitted in paragraphs 5 and 6 of the Board's Report on the working of the excise system, that the re-opening of that agency is likely to operate most materially in deterring parties from coming forward to take out licences for an excise manufacture. The Licutenant-Governor is not prepared to dispute the Board's assertion, that "there can be no doubt that parties would rather manufacture under contract for Government, than on their own account." He believes this to be, unquestionably, the feeling at present as respects manufacture within a certain limit, and there has, hitherto, been no indication of a private manufacture under licence being set up on a large scale by any person, or company of persons.

4. This state of the case, however, if real, only serves to show how difficult it is to establish in the face of the old system, to which the people are accustomed, the entirely new system of manufacturing on their own account under licence, and, consequently, that, if it be really regarded as a great object to introduce this new system, nothing should be done if it can possibly be avoided, which is likely to deter the people from entering upon it.

5. On a careful consideration of the present prospects of the salt supplies, the Lieutenant-Governor thinks that there is really less reason for apprehending a scarcity of salt than there was last year. Taking the annual consumption, exclusive of the retail

To the Secretary to the Government of India, Home Department.

* Dated May 14, 1855.
† Enclosure in Board's Letter, dated September 23, 1854.

consumption, in Cuttack, to be 60 lacs of maunds, as stated in paragraph 14 of my letter of June last, it appears, that to meet that demand for 1855-56 there were, on the 1st of May, including the Madras salt, about 8 lacs in the Government stores, and the out-turn of the season the Board place at 37 lacs, which gives a total of 45 lacs, thus leaving 15 lacs to be supplied by importation. Of this amount, there was in bond, on the 1st of May, upwards of 5 lacs of maunds; and since that date, up to the 7th instant, the importations have amounted to 5 lacs more, leaving in bond on the last-named date, after deducting the clearances, upwards of 8 lacs of maunds.

6. It will be seen from the concluding paragraph of the Board's Letter, dated the 15th ultimo, that they anticipate, on good grounds, very considerable importations during the current year; and the Lieutenant-Governor has been informed, that, up to the latest advices received, the shipments at Liverpool during the months of January, February, March and April, had amounted to close upon 5 lacs of maunds, of which quantity, not 20,000 maunds have yet arrived. The importations for the last 5 years are given in the margin,* distinguishing between the importation from Great Britain and from other sources. Of the 5 lacs already imported during the current year, a trifle above 3 lacs are from Great Britain; and it is evident, therefore, that if the imports from other places should, during the current year, equal only the smallest amount imported during the last 5 years, namely, 8,69,689 maunds, yet that that amount, added to the imports from Great Britain already received, and those known to be coming, will considerably exceed 15 lacs of maunds, to which again has to be added the 5 lacs which was in bond at the beginning of the year. Taking everything, therefore, at the lowest possible estimate, the following would appear to be the position of affairs to meet the consumption of the current year:—

		Maunds.
In Government stores on April 30, 1855		8,50,000
In Bond		5,21,761
Estimated out-turn of the closing season		37,00,000
Imports from Great Britain already received		3,02,736
Imports from Great Britain (known to be coming)		4,50,000
Imports from other places already received	1,92,033	
Estimated balance of imports from other places	6,77,656	
		8,69,689
		66,94,186

7. In addition to this, the Board have indented on Madras for 12 lacs of maunds, which have not, however, been included in the above calculation, because very great difficulty is experienced about the transport of it, and it is, in consequence, quite impossible to reckon with any certainty upon what portion of it may come to hand. But assuming only a small portion of it to come to hand, and assuming only a very small addition to the minimum of imports above given, and putting the produce of excise manufacture at the lowest figure, it does not seem unreasonable to expect that the total income of the year, from all sources, will reach to 75 lacs of maunds, thus leaving a balance, on the 30th of April next, of not less than 15 lacs. This being the state of things, it seems to the Lieutenant-Governor that it will be quite safe to adopt the Board's taidad for the year 1855-56, as shown in paragraph 6 of their letter, dated the 16th ultimo, excepting from it the quantity proposed to be manufactured in the 24 Pergunnahs. This will still leave it at 44 lacs of maunds, and will show a prospective supply to meet the consumption of 1856-57 almost sufficient for that year independent of importations. At all events, the Lieutenant-Governor would earnestly deprecate any immediate decision being come to for the re-opening of the 24 Pergunnahs Agency. If, on the estimates shown above, the Supreme Government should doubt the expediency of longer refraining from re-opening that agency, the Lieutenant-Governor would yet urge the postponement of a decision to the contrary to the latest possible moment, as he is not without expectation that by the month of September or October it may be placed beyond doubt that the imports of

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	Maunds.
* Amount imported from places other than Great Britain in 1853–54	8,69,869
Already imported from Great Britain	3,02,736
Quantity known to be already on its way out from Great Britain, about	4,50,000
	16,22,605

	1850–51.	1851–52.	1852–53.	1853–54.	1854–55.
England	10,20,000	18,50,762	10,92,792	3,99,477	5,05,045
Other places	14,27,480	13,23,608	17,61,008	8,69,689	15,91,102
	24,47,480	31,74,370	28,53,800	12,69,166	20,96,147

the current year will very materially exceed the low figure at which they have been above estimated. It is not necessary, he desires me to represent, that the intention of Government to re-open the 24 Pergunnahs Agency should be declared before, at soonest, the 1st of October, for there is no doubt, that, owing to the expectations of its re-opening which have been excited, the people are ready to come forward and to renew their manufacture under Government at short notice. The period for making actual advances to the molunghees does not commence till about the middle of November.

8. The President in Council will observe that the experiment for the introduction of a manufacture under excise has not, hitherto, been very successful, and that it has been attended with an expense greatly in excess of the corresponding charges calculated on the same quantity of agency salt. This excess is, of course, attributable to the very small amount manufactured, and is not urged by the Board as a reason against the further prosecution of the experiment. But the Board, although hesitating to pronounce the experiment absolutely a failure, consider that the prospect of success is too doubtful and remote "to warrant that the trial of the excise system should be allowed to stand in the way of the measures necessary for the extension of the Government manufacture." And they recommend accordingly, as they recommended last year, that the 24 Pergunnahs Agency should be reestablished, certain tracts comprised in the limits of the old agency being set apart for applicants for licence under the excise system.

9. The case appears to the Lieutenant-Governor to stand very much as it did last year, with this difference, that, as has been shown, the prospect of any scarcity in the supply of salt is certainly less imminent now than it was then, owing to the imports of the past year having much exceeded what was expected, and those of the current year promising to be again considerable. And it may also be hoped, looking forward to the next year, that after two consecutive bad salt seasons, the next season will be a more favourable one, and that, with the best energies of the salt agents given to their work, the out-turn may not fall short of the large amount—44 lacs of maunds, comprised by the Board's taidad, exclusive of the 24 Pergunnahs.

10. Under these circumstances, the Lieutenant-Governor, on the same grounds that he explained last year, deprecates the re-opening of the 24 Pergunnahs Agency unless the Government are prepared to say that the experiment to introduce a manufacture under excise has so entirely failed as to make it futile to attempt it further. The Lieutenant-Governor does not think that the Government would be justified in the eyes of the public in saying this, and, if the experiment is to be prosecuted at all, he is strongly impressed with the necessity of giving it the fullest and fairest trial, and with that view, even if the supply of salt were matter of more uncertainty than it is, he would still think it expedient to forego the additional six lacs of maunds which the re-opening of the 24 Pergunnahs Agency is calculated to give.

I have, &c.,
W. Grey, *Secretary to the Government of Bengal.*

Appendix G.—No. 25.

To W. Grey, Esq., Secretary to the Government of Bengal.

Sir, *Fort William, July* 6, 1855.

I am directed by the President in Council to acknowledge the receipt of your letter, dated the 13th ultimo (with enclosures), reporting the result of the measures adopted with a view to encourage the manufacture of salt in Bengal under a system of excise, and forwarding the strong recommendation of the Board of Revenue for the immediate re-opening of the 24 Pergunnahs Salt Agency, which the Lieutenant-Governor does not support. Home Department Separate Revenue.

2. The measures for encouraging an excise system are detailed in the notification of the Board of Revenue, dated the 23rd of September, 1854, and agree generally with the proposals made in your letter, dated the 12th of June, 1854.

3. That portion of the Sunderbunds known as the Tuffal aurungs of the late salt agency of the 24 Pergunnahs, was specially set apart for the purpose, allotments of 50 beegahs each were offered at a rental of one anna a beegah to all persons who would engage under licence to manufacture not less than 2,000 maunds in the year; the duty of rs. 2 : 8 a maund was to be paid on delivery of the salt to purchasers, either from the place of manufacture, or from the storehouses in which it might be placed; if placed in Government storehouses, it was to be kept there free of charge; if in private storehouses, a deposit was to be made on its removal from the place of manufacture; a liberal rate of wastage was allowed; and the licence was to be liable to forfeiture only for breach of its conditions, or for smuggling or connivance at smuggling.

4. Special licences were also to be granted to persons desirous of manufacturing salt on a larger scale in any part of the country on the terms above mentioned, subject to such further conditions as might be agreed upon.

5. Although effectual means were taken to make these terms generally known, only two applications were received for allotments of land in the Tuffal aurungs, and of the two applicants, only one actually took out a licence, while only one special licence has been granted for manufacture on a larger scale, and that in Saugor Island to Mr. Fraser.

6. It is estimated by the local superintendent that 20,000 maunds of salt have been made in Saugor Island, and about 5,000 maunds in the Sunderbunds' allotment, but the Board do not expect that the out-turn has been more than 20,000 maunds altogether.

7. The reasons assigned by the local superintendent for the absence of more applications, are (1) the opposition of persons connected with the old manufacture on account of Government, (2) the rule prescribing a minimum of 2,000 maunds, (3) the small profits realizable from the manufacture by any but zemindars, and (4) the risk of loss in making advances to the molunghees.

8. The Board think it probable that the sajooneahs who formerly contracted with the officers of Government for the supply of salt, and who were expected to take out licences under the excise system, may have held back in the hopes that the manufacture on account of Government would be revived. It is, perhaps more likely that they had not the means of making advances to the molunghees. The Board do not consider that the minimum of 2,000 maunds operates to deter people from taking licences, and are opposed, probably on sufficient grounds, to its reduction. The third reason assigned by the local superintendent is founded on a necessary incident of the manufacture, and the force of the last will be materially lessened, if not removed, by the establishment of Small Cause jurisdictions.

9. It appears that the licensed manufacturer in Saugor Island intends to enlarge his operations next year, and that the person who has taken out a licence for manufacture in the Sunderbunds will do the same. It is also mentioned that other persons have been thinking of engaging in the manufacture on a long scale, not only in the old 24 Pergunnahs Agency, but in other parts of Bengal, though it does not appear that any have yet come forward.

10. The Board in reporting the result of the experiment, express an opinion that no considerable extension of operations under the excise system can be looked for; and that, although it would perhaps be premature to say that the plan has failed, the prospect of success is so doubtful and remote, that its further prosecution ought not to "be allowed to stand in the way of any arrangements for the extension of manufacture which the exigencies of the department may suggest." In a subsequent report upon the prospects of the supply of salt for the current year, the Board represent that owing to early rains, the produce of the past season has been far short of the quantity expected, and they anticipate that the whole stock of Bengal salt will be exhausted by the 1st of May next, leaving nothing in store but so much Madras kurkutch salt as it may be practicable to bring up. Under these circumstances, the Board renew, with increased earnestness, the recommendation made last year, for the re-constitution of the 24 Pergunnahs Agency.

11. The remarks of the Lieutenant-Governor are directed not so much to the results of the working of the excise system during the past year, and to its probable results in future years, as to a condemnation of the Board's proposal to revive the manufacture of salt on account of Government in the 24 Pergunnahs Agency, upon the ground that it may interfere with the further development of the excise system. His Honor thinks that the Government would not be justified in the eyes of the public in saying that the experiment of introducing a manufacture under excise has so entirely failed as to make it futile to attempt it further, that, if the experiment is to be prosecuted at all, it should have the fullest and fairest trial, and that, if it be really regarded as a great object to introduce this new system, nothing should be done if it can possibly be avoided, which is likely to deter the people from entering upon it.

12. The President in Council fully agrees with the Lieutenant-Governor in the importance which he attaches to giving all the fair encouragement possible to this system. The object of introducing and extending as widely as possible a system of private manufacture under excise, with a view, if possible, eventually to supersede and annihilate the system of Government manufacture is one of magnitude and importance, and the experiment must be prosecuted with vigour, and aided by all the legitimate means at the command of the Government. It must, unquestionably, have the fullest and fairest trial, and nothing must be done, if it can possibly be avoided, which can, in any way, interfere with its progress and development.

13. His Honor in Council accordingly approves of all that has been done by the Lieutenant-Governor during the past year, and is of opinion that although the first year's result is not so successful as could have been wished, yet it affords no reason for abandoning the project; on the contrary, the Government is called upon to prosecute the more earnestly the undertaking it has entered upon, and to endeavour to remove, as far as possible, the obstacles which are found to oppose its success. His Honor in Council observes with satisfaction, from the weekly abstract of the 25th of May last, that the Board has been directed to keep the subject before the public by the republication of the Rules.

14. But, in the first place, the President in Council sees no reason to conclude that the re-opening of the 24 Pergunnahs Agency, even to the extent recommended by the Board, would really interfere with the operations of manufactures under licence, or deter persons from engaging in such operations; and in the second place, His Honor in Council is

satisfied that, even if this could be shown to be the case, the necessity for protecting the people against the effects of a dearth of salt, and a consequent sub-monopoly, would, under the circumstances set forth by the Board, peremptorily require the Government to resume the manufacture of salt in the 24 Pergunnahs Agency on the public account, even at the risk of retarding for some time the success of the excise experiment.

15. It must be observed, and carefully borne in mind, that the only portion of the 24 Pergunnahs Agency which has been set apart for excise manufacture under the general provisions of the Board's Rules, is the portion called the Tuffal aurungs, and that the other great division of the agency, comprising the Dessee and Baherboony aurungs, has not been thrown open to manufacturers under excise, except such as may take out special licences under the 16th Rule. Up to the present time, although so far as the President in Council is aware, there exists no expectation on the part of the public, that the Government is about to resume the manufacture of salt in the 24 Pergunnahs, no applications have been made for new licences, and the operations under excise are confined to Saugor Island (which is not included in the proper limits of the agency) and to the Tuffal hoodah of Gochaba. If the manufacture to be undertaken on account of Government, were restricted to the Dessee and Baherboony aurungs, and if the cost price paid to the molunghees were fixed at such a rate as to afford them no inducement to prefer the employment of Government to that of private manufactures, the President in Council cannot conceive it possible that the existence of such a Government manufacture would operate to deter parties from working on their own account in the Tuffal aurungs under an excise system, any more than the present Government manufacture in Hidgellee and Tumlook interferes with the private manufacture on Saugor Island, or than the former Government manufacture in the 24 Pergunnahs, interfered with Mr. Prinsep's operations at Narainpore, or deterred Mr. Fraser from urging repeatedly upon the Government his request to be allowed to manufacture in Saugor Island, either for Government without advances, or on his own account under excise.

16. The proposition of the Board goes the length of resuming the Government manufacture in the whole agency, on the footing on which it existed in former years, when a provision equal to that now required was obtained from it, but this his Honor in Council hopes may not be necessary. If the Dessee and Baherboony aurungs are fully occupied, it will, probably, not be found necessary to extend the manufacture far into the Tuffal aurungs, at all events not so far as practically to limit the field of operations open to private manufacturers, or restrict their supply of labour, while the department will derive advantage from concentrating its operations within a smaller circle. But, even if it be found necessary to resume the manufacture in the whole agency, with the exception of the spots actually occupied by private manufacturers, there is nothing to prevent the Government from setting apart for the grant of allotments under the rules, a tract of country further to the eastward of equal, or greater, extent, where the influence of a Government manufacture could not possibly be felt.

17. The Lieutenant-Governor observes that, it may be said to be admitted by the Board, in the 5th and 6th paragraphs of their Letter dated May 14, that the re-opening of the agency is likely to operate most materially in deterring parties from coming forward to take out licences for an excise manufacture. The President in Council does not infer any such admission from the Board's remarks. The Board certainly state that parties would rather manufacture under contract for the Government than on their own account, and they think it quite possible that the sajooneahs, or contractors, may have hung back in the expectation that the failure of the scheme would oblige Government to re-open the agency; but this is a mere conjecture. It is nowhere stated that any of these sajooneahs will come forward, even if the Government do not engage again in the manufacture; on the contrary, it is to zemindars, and to persons willing, like Mr. Fraser, to undertake the manufacture of salt on a large scale, that the Board look for an extension of the excise system. The Board's remarks, too, are made on the supposition that the Government manufacture, if revived, would be conducted in the whole of the agency, whereas if the Government manufacture be confined, as his Honor in Council believes it may be, to the Dessee and Baherboony aurungs, the sajooneahs of the Tuffal aurungs will have the same inducements to manufacture on their own account, as they had last year.

18. With regard to persons desirous of taking out special licences under the Board's 16th Rule, the President in Council desires me to observe that the whole saliferous tract to the north of the Bay of Bengal, extending from the Fenny river on the east to the Hooghly on the west, with the single exception of the Dessee, and Baherboony aurungs of the 24 Pergunnahs (and even without that exception if they choose to occupy localities contiguous to those in which the Government operations are carried on) is open to them. And his Honour in Council cannot understand how the partial occupation by Government of about 200 square miles in which no one has yet attempted to take up the manufacture of salt under the new excise system, could possibly interfere with that system when it has liberty to develop itself fully in the remaining 10,000 square miles of saliferous country, and partially in the whole.

19. Having stated the grounds of the conviction entertained by the President in Council that the revival of the 24 Pergunnahs Agency, especially if the Government manufacture be confined to the Dessee and Baherboony Aurungs, will not, in any way, interfere with that full and fair trial which is undoubtedly to be given to the excise experiment, and which his Honour in Council hopes will be crowned with success. I am now directed to advert to the present state of the stock of salt in store, and to explain the

reasons which induce the Government of India to think that the recommendation of the Board for the revival of the Government manufacture in the 24 Pergunnahs Agency ought at once, and immediately, to be complied with.

20. Taking the figures given in your letter and its enclosures, it appears that the annual consumption of salt (exclusive of the retail consumption in Cuttack) is about 60,00,000 maunds. To meet this it appears that on the 1st of May there was in store 8,50,000 maunds (including 3,00,000 maunds of Madras kurkutch salt) that the out-turn of the season from all sources is 37,00,000 maunds, that 5,00,000 maunds of imported salt was in bond on that date, and that the importations during the year are expected to amount to about 16,00,000 maunds more, so that on the 1st of May, supposing the consumption to be 60,00,000 maunds and no more, there will remain a stock of 6,50,000 maunds, besides the salt indented for on Madras, of which, it is admitted to be quite uncertain how much may come to hand. Moreover, upon the calculation above given, it is quite impossible to say how much of the 6,50,000 maunds that may be expected to remain on the 1st of May, 1856, will be in the Government golahs, how much in bond, or how much in the hands of private importers. In any case, it is obvious that the whole stock will be in the power of private capitalists, and that if a sub-monopoly does not ensue, it can only be from accidental want of combination, and not from the inherent impossibility of such a contingency.

21. Even taking for granted all the favourable circumstances predicted in the 7th paragraph of your letter, and supposing the stock on the 1st of May, 1856, to be 15,00,000 maunds, still, if this be the case, and if the out-turn of the manufacturing season (exclusive of the 24 Pergunnahs) be, as estimated by the Board, 44,00,000 maunds, there will be but 59,00,000 to meet the consumption of 1856–57, leaving the deficiency of 1,00,000 maunds, and the stock in hand on the 1st of May, 1857, to be made good exclusively by imports of foreign salt.

22. The President in Council is of opinion that, while the people of Bengal are for the most part dependent upon the Government for an adequate supply of salt at fair prices, it is not safe to administer the Salt Department as it were from hand to mouth, and to keep its stocks so low, that at any time, from the accident of a storm, or by the least derangement of trade, the people might be deprived of a first necessary of life, or compelled to purchase it at an exorbitant price. His Honour in Council conceives that, even upon the favourable view of the probabilities of the present and following year taken by the Lieutenant-Governor, the Government ought not, while its stocks are so low, to limit its manufacturing operations to the quantity of salt required for the consumption of a single year, and he is of opinion that no time should be lost in making the most strenuous efforts to raise the stock of Government salt (independent altogether of private imports and excise manufacture) to 30,00,000 maunds at least, if not more. But his Honour in Council, looking at the rates of freight which now prevail, and to the extensive and increasing demand for tonnage especially from the United Kingdom, on account of iron for the railways, and for purposes connected with the war, is very apprehensive that the estimates of imports relied on by the Lieutenant-Governor may be found fallacious even during the present year, and that the imports of salt in 1856–57 may be deficient in a still greater degree. Nor can his Honour in Council rely, in a case of this kind, upon the chance of a favourable season next year calculated on the fact that the two last seasons have been comparatively unfavourable, the more so as, on that kind of calculation, the chance of extensive loss by hurricane, fire, or wreck, is much more imminent.

23. Taking all these circumstances into consideration, the President in Council is of opinion that, as recommended by the Board, measures should at once be taken to revive the 24 Pergunnahs Agency, by undertaking the manufacture of salt on account of Government in the Dessee and Baherboony aurungs, or in so much of the agency as may be necessary for the provision of six lacs of maunds during the ensuing season of manufacture. It is understood, that, before the abolition of the agency in 1848, the molunghees expressed their readiness to manufacture at the rate of 7 annas a maund, and, if that be the case, the Board will, no doubt, be careful that no higher rate be allowed, except on the strongest grounds of necessity, and on the other hand, endeavours will doubtless be made to assimilate, as nearly as possible, the rates of the 24 Pergunnahs Agency to those which have now been for some time in force in Tumlook.

24. With regard to the request of the Lieutenant-Governor that the decision of the Government of India should be deferred to September or October, in order that by that time it might be placed beyond a doubt, whether the imports of the year are likely to exceed the amount at which they have been estimated, I am directed to observe that the President in Council would willingly have postponed the decision of this grave question as proposed in your letter, if he did not feel satisfied that any delay would be fatal to all prospects of success in the present year from re-opening the 24 Pergunnahs Agency. It is not probable that any increase of imports, which can reasonably be supposed to take place in the next two months, would influence the opinion which his Honour in Council has formed of the absolute necessity of reviving the Government manufacture in the 24 Pergunnahs during the coming season. But, however this may be, his Honour in Council is convinced by reference to the records of the salt department, that the success of the Government operations to the full extent proposed by the Board, that is to say, to the extent of 6,00,000 maunds, depends upon the appointment of an agent, and the adoption of preliminary steps in the course of the current month of July. His Honour in Council observes that it has been usual to fix the taidad of agencies actually in operation in the month of June or July, and he believes that it is thought an object of importance by salt

agents, even in an old established agency in work, to obtain the orders of the Board respecting the taidad of the ensuing season at an earlier period of the year, with a view to the adoption of preliminary measures suited to the scale on which it is intended that the manufacturing operations should be carried on. In a newly constituted, or revived, agency, of course, time for preparation must be still more necessary. When the Chittagong Agency was revived in 1853, it was considered necessary by the Board, as early as June, that *immediate* measures should be taken to organize an establishment, and though an agent was accordingly appointed by the Government for the purpose in the following month, it is believed that he was unable to complete his taidad, chiefly in consequence of the late period in the season at which his operations commenced. It may be true, that the advances are not actually made till November, but it is equally true that an establishment has to be organized, molunghees sought for and collected, and engagements entered into, all at a much earlier period of the season.

25. Moreover it appears probable to the President in Council, that if any parties should really intend to embark in the manufacture under the excise system, they might have a reasonable ground of complaint, if, after they have made their arrangements and taken out their licences, the Government should, suddenly and unexpectedly, at the very last moment, enter upon the manufacture of salt on a large scale at no great distance from the scene of their operations; whereas, if the Government gives, as it ought to do, timely notice of its intentions, intending manufacturers will enter the field with full information as to all the causes likely to affect the success of their operations, they will select places of manufacture where the Government manufacture cannot interfere with them, and no just cause of complaint can arise.

26. On these grounds the President in Council desires to recommend to the Lieutenant-Governor the immediate adoption of the measures necessary to carry out the proposal of the Board for the manufacture of at least six lacs of maunds of salt in the 24 Pergunnahs Agency during the season of 1855–56, and he also directs me to suggest that his Honour should insist upon every endeavour being made to bring up the whole of the salt indented for on Madras, whatever may be the rate of freight which the Government may have to pay for its carriage.

I have, &c.
CECIL BEADON, *Secretary to the Government of India.*

Appendix G.—No. 26.

Sir, *Fort William, July 17, 1855.*

With reference to your letters, dated the 14th and 15th of May last, I am directed to forward herewith, for the information of the Board, a copy of the correspondence noted in the margin,* and to state that, as the Supreme Government have decided that it is expedient to re-open at once the 24 Pergunnahs Agency, it is the Lieutenant-Governor's intention to nominate Mr. Trevor from the 1st proximo to be salt agent in addition to his present duties. The Board are requested to apprize Mr. Trevor of this, and, in communication with him, to submit as soon as possible a statement of the establishment necessary for the duties of the salt agency.

Miscellaneous Revenue. Salt.

2. I am desired to add that the Lieutenant-Governor intends to propose to the Government of India that Mr. Trevor shall draw a consolidated salary as Collector and Salt Agent of 28,000 rupees per annum.

3. I am directed to request the Board's special attention to paras. 23 and 26 of Mr. Beadon's letter.

I have, &c.
W. GREY, *Secretary to the Government of Bengal.*

To the Officiating Secretary to the Board of Revenue.

* Letter from the Secretary to the Government of Bengal to the Secretary to the Government of India, Home Department, dated June 13, 1855.
Letter from the Secretary to the Government of India to the Secretary to the Government of Bengal, dated July 6, 1855.

Appendix G.—No. 27.

Salt. Dunbar and W. Dampier, Esqrs.

Sir, *Fort William, July* 21, 1855.

I am directed to transmit herewith for your information and guidance a copy of a letter, dated the 17th instant, (and of its enclosures), from the Secretary to the Government of Bengal, intimating the decision of the Supreme Government that the salt agency of 24 pergunnahs should be re-opened, and the intention of the Lieutenant Governor to nominate you to be *ex officio* Salt Agent.

2. I am to request, accordingly, that you will adopt immediate measures (reporting them to the Board) for the entertainment of a suitable establishment, and also notify to the public the re-opening of the Dessee and Baherboonee aurungs for the manufacture of salt on account of Government, and endeavour to induce the old sajooneahs and molunghees to come forward and engage in the manufacture.

3. You will, as far as possible, prevent all interference with the excise system manufacturers, and carry on the agency operations without in any way discouraging them; indeed, if your position offers you the opportunity, you should encourage that experiment on the part of those who take licences under the Rules of the 25th of September, 1854. But the necessity of an immediate proper provision of pungah salt is one which must be cared for, when at this time the excise system has failed to secure that provision. The taidad will be 6 lacs of maunds, but you will consider that as a minimum.

I have, &c.

H. V. Bayley, *Officiating Junior Secretary.*

To the Collector of the 24 Pergunnahs.

APPENDIX H.

A Collection of Papers containing Evidence and Opinions against the Tax, or in favour of a low or a reduced rate of Duty.

Parliamentary Papers.

Against the Tax.

No. 1.—Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India in 1836.

Extract from a Paper put in by John Crawfurd, Esq. Appendix, No. 76, page 185.

In favour of a low or a reduced rate of Duty.

No. 2.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Lords in the year 1830.

Extract from the Evidence of W. M. Fleming, Esq.
Extract from the Evidence of R. D. Mangles, Esq.

No. 3.—Extract from Minutes of Evidence taken before the Select Committee of the House of Commons on the affairs of the East India Company in the year 1832.

Extract from the Evidence of W. B. Bayley, Esq.

No. 4.—Extract from Letters in reply to a Letter in the Revenue Department, dated the January 17, 1832, circulated by the Commissioners for the affairs of India.

From the Right Honourable Holt M'Kenzie.

No. 5.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India in 1836.

Extracts from the Evidence of JOHN CRAWFURD, Esq.
Extract from the Evidence of HUGH STARK, Esq.

No. 6.—Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India in 1836.

Extracts from a Paper put in by JOHN CRAWFURD, Esq. Appendix, No. 76, page 185.

No. 7.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian Territories in 1853.

Extracts from the Evidence of D. C. AYLWIN, Esq.
Extract from the Evidence of W. WORTHINGTON, Esq.

Official and other Papers.

In favour of a low or reduced rate of Duty.

No. 8.—Extract from Tucker's Review of the Financial Situation of the East India Company in 1824, page 57.

No. 9.—Extracts of a Letter from the Court of Directors, dated February 23, 1831.

No. 10.—Extracts from a Report prepared by the Chairman of the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India in 1836, but not adopted or officially published.

No. 11.—Extract, paragraph 12, of a Letter, dated March 25, 1847, from the Government of Bengal to the Government of India.

Appendix H.—No. 1.

Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India in 1836.

Extract from a Paper put in by JOHN CRAWFURD, Esq. Appendix, No. 76, page 185.

Besides the more palpable objections to the salt monopoly, which have been already stated, there are others which are very obvious. A tax on salt, as has often been urged, is of the nature of a capitation tax, and consequently, one which bears very unequally on the different classes of society; a heavy tax to the poor, and an imperceptible one to the wealthy. On general principles, with the single exception of its being more easy to levy, a tax on salt is hardly more defensible than a tax on bread, or even on air or water. Indeed, but for the exigencies of the Indian treasury, and the great difficulty of pointing out a more productive source of revenue to meet its pressing wants, the total abolition of the tax throughout India would be the most becoming course of legislation for a just, beneficent and unembarrassed Government to pursue. Mr. Tucker, of the East India Direction, justifies the salt-tax, although admitting that it operates as a poll-tax. The grounds of this justification are, that in India "the great mass of the people, with few exceptions, are nearly in the same condition;" and that, therefore, "there is no injustice and little inequality in applying to them one common scale of taxation, regulated by the scale of their consumption." I am not prepared to admit either the correctness or the justice of these sweeping assumptions: I have, for my own part, never visited any Asiatic country in which there was so much inequality, both of rank and fortune, as in Bengal: the great mass of the people, it is quite true, are in a state of perfect equality; but it is an equality of need and poverty, and upon this part of the population I have already shown that the salt-tax is not a light, but a very heavy and grievous, burthen. Notwithstanding the opinion expressed by Mr. Tucker, the gross inequality of the tax may be shown in a very few words: thus, an agricultural labourer in Bengal, earning 48*s*. a year, as already shown, pays 8*s*. a year for the salt consumed by himself and his family, which is the sixth part of his wages; an artisan, earning double the

amount, consumes, according to the Indian authorities, exactly the same quantity of salt, and of course the rate of his tax, in proportion to his income, is but one-half, or but a twelfth part of his income: the one labours two months for the salt his family eats, and the other, with more means, but one. An Indian shopkeeper, whose income is six times as great as that of a rural labourer, or £14 8*s.* a year, would pay for the salt used in his family but the thirty-sixth part of his income; ten days' earnings, instead of a month's or two months' labour, would furnish the necessary supply. It is by no means requisite to push this comparison to the better or upper class of society—to persons earning such wages, or having such incomes, as some of the individuals named in the tables furnished by the Salt Board, and where the weight of the tax must be either trivial or imperceptible. Even if we are to suppose, what is probably true enough, that the consumption of these parties is three or four times as great as that of the mass of the rural labourers, and their contributions to the State in the same proportion, still the inequality of the tax would appear prodigious.

Appendix H.—No. 2.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Lords, in the Year 1830.

Extract from the Evidence of W. M. Fleming, Esq., Second Judge of the Court of Circuit, at Patna.

1085. Do you apprehend that the natives are enabled, at the present price of salt, to obtain as much as they want?—I am of opinion they would consume more if it were cheaper.

1086. Do you think that the revenue would be increased by increasing the quantity sold, and diminishing its price?—I should think it would.

Extract from the Evidence of R. D. Mangles, Esq. Deputy-Secretary to Government in the Territorial and Judicial Departments.

651. Are they enabled, at the present price of salt, to obtain possession of so much as they want for culinary purposes?—I think if the price was lower they would use more, but I have never heard complaints that they had not enough: no native ever told me he had not enough salt.

Appendix H.—No. 3.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company, in the Year 1832, Volume VI, Report and Evidence, Part III, Revenue.

Extract from the Evidence of W. B. Bayley, Esq.

1647. Have you any reason to suppose that if the price of the salt could be, by any difference of arrangement, reduced, it would lead to any very extended consumption in the territories which are now supplied by the Bengal market?—I have no doubt that, if the salt were furnished to the public at a lower rate, a much larger quantity would be consumed.

1648. Do you apprehend that that would arise from the increased consumption of the natives, or would it be applied to other purposes, such as the feeding of the cattle?—I should think from both causes.

1649. The probability is that there would be an increased consumption, is it not?—I think there would be a much larger quantity consumed.

Appendix H.—No. 4.

Extract from Letters in Reply to a Letter in the Revenue Department, dated January 17, 1832, circulated by the Commissioners for the Affairs of India. See Inquiry of the Select Committee of the House of Commons, in 1832, Volume VI, Report and Evidence, Part III, Revenue, pages 389, 390, 432 to 434.

From the Right Honourable Holt M'Kenzie.

The notion that the consumption of salt might not be extended, and the Revenue ultimately improved, by a reduction of price, I consider to be quite unsound, though it is favoured by those best acquainted with the subject, in Bengal; and I must confess that, on repeated inquiry, I have never been able to get a native of the country to acknowledge that he would use more if he had the article cheaper.

Appendix H.—No. 5.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons, appointed to Inquire into the Supply of Salt for British India, in 1836.

Extracts from the Evidence of John Crawfurd, Esq., formerly in the Bengal Medical Service.

361. Is the local supply in Bengal ample and cheap, or scanty and high-priced, in comparison with the supply in other countries with which you are acquainted?—I should think, upon the whole, that there is no country in the world in which salt, at the present moment, is higher-priced than it is in Bengal, in reference even to its absolute price, and still more in reference to the capacity of the people who are the consumers of it.

362. Is the nature of the food of the inhabitants of India of that description as to require a greater condiment of salt than those who live more upon animal food require?—I think that rice, which is the bread of all the inhabitants of those districts that are subject to the monopoly, is a peculiarly insipid food, and the people use very little fish, and very little animal food of any kind; and, upon the whole, I should think that an abundant supply of salt is more necessary to them than to almost any people that I know.

363. Do you consider that the effect of the monopoly is so greatly to enhance the price of salt, as to make a supply sufficient for health and comfort unattainable by the mass of the people?—I do.

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377. You have heard it stated, that the Indian authorities have estimated the consumption of salt in the territory, subject to the monopoly, at about twelve pounds per head; do you consider that they are furnished to that extent to each individual?—I do not.

378. State your reasons?—According to the estimate of the population in 1793 and in 1823, that rate of consumption, or very near it, was supplied to people subject to the operation of the monopoly; but, in 1833, the consumption did not, as it appears to me, exceed eight pounds and three-quarters, estimating that consumption upon the augmentation of population, which I think must have taken place between 1823 and 1833.

379. Do you consider eight pounds and three-quarters per head as an insufficient supply for the native population of India?—I should certainly think so; even if I had supposed that twelve pounds were sufficient, which I do not; of course, eight pounds and three-quarters would be evidently inadequate.

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390. Suppose the twelve pounds per head is an average calculation as to general consumption in India; how much would it cost a labourer, his wife and three children, per annum, to supply them in salt?—In the paper which I have proposed to submit to the Committee, I have furnished a calculation upon all these points. I estimate the cost of salt to a rural labourer, that is say, to the great mass of the people of Bengal, for a family, as being equal to about two months' wages, that is to say, one-sixth part of his whole annual earnings; and that also, to the best of my recollection, is the estimate made by Mr. Becher, a civil servant of the East India Company, one of the salt agents. It is about the same thing as if it were to cost the rural labourer in this country 4*l.* per annum for the salt he eats, that is to say, one-sixth part of his earnings, taking those wages at 24*l.* a year.

391. Upon what amount of wages do you form your calculations?—Upon 24 rupees a year, or 48*s*., which I take to be the average wages of a rural labourer throughout the district subject to the monopoly. I think that the salt, without any reference to its transport, but merely considering the price that they would have to pay for it to the first purchaser of the Company's salt, would amount to about 8*s*. a year for the consumption of a family; the expense of transport would vary according to the distance.

392. Without any intermediate profits?—The profits to the first purchaser, that is to say, not his profits upon the cost of transport.

393. Do labourers' wages vary much in the different parts of India within the monopoly district?—I am not aware of any considerable variety of wages that would not be more than counterbalanced by the augmented price of the necessaries of life, and the expense of going in search of that. At Calcutta, the expense is considerably lower, and at the residency of Civil servants; but then they are counterbalanced by some circumstances of a disagreeable character, being forced to return more labour, having more to pay for the necessaries of life, and being forced to leave their homes perhaps two, or three, or four, hundred miles distant.

394. Does it not happen, that when salt, by the expenses and profits, from the original purchaser through various channels of dealers becomes very much enhanced, as well by the expenses of traffic, that in that part of the country the wages are very much lower than they are in other parts of Bengal?—Yes, the price rises in proportion as the wages are low, if you reckon from Calcutta, the spot where the principal sales take place.

395. Is salt used for no other than common culinary purposes in Bengal?—It is given to cattle occasionally; it is too high-priced to be used for other than ordinary culinary purposes; what is commonly given to cattle, consists of impure salts, containing but a very small portion of muriate of soda.

396. Then your general calculation is, that the Indian population is very scantily supplied with an article which is so peculiarly essential to their comfort?—Yes, I come to that conclusion.

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401. What do you understand to be the present amount of the Calcutta public sales yearly?—They were at one time (1823, 1824, and 1825) fifty lacs of maunds, or five millions of maunds; and by the last statements which I have seen, they have fallen off to forty lacs of maunds, or four millions of maunds; that is to say, as I have already stated, to the same quantity as was put up to sale thirty years before.

402. According to your estimate of the population of Bengal, what quantity of salt would be required, at twelve pounds a head, to furnish it?—About six millions of maunds (of 84 lbs.), supposing the population just now (1836) to be about forty-two millions.

403. If the people in Bengal really consume twelve pounds of salt per head, does it not necessarily follow that the difference between four millions which is sold, and six millions of maunds, which is the quantity required, must be furnished by the contraband trade?—I should think so unquestionably.

404. Have you ever heard that, in consequence of the scarcity of salt produced by the monopoly, the people in some parts of India have been compelled to have recourse to some very impure salts as a substitute?—I have often heard it stated that they have recourse to the ashes of some burnt vegetables to use as condiment with their food, and there is abundant evidence to show that they use very impure salts, as the fact, which I have referred to respecting the consumption of impure salt in the province of Behar, shows.

* * * * * * *

514. In speaking of what you call free trade, had you in your mind the supposition that a duty of two rupees would be imposed, or what duty do you suppose would be imposed?—I had in my own mind the idea that an equal duty must be imposed on every salt from wherever imported, and wherever made.

515. What amount of duty?—Such an amount as would not encourage smuggling; the highest possible amount that would not provoke a contraband trade.

516. Had you any fixed and definite amount of duty in your own mind, when you gave that portion of your evidence which related to the importation of salt, there being a free trade?—In my evidence I have suggested two rupees a maund, being two-thirds of the supposed existing duty.

517. And it was with reference to that evidence you gave your opinion?—Yes, at the same time that I mentioned a duty of two rupees, I must admit that this was done more with the wish of not perilling the existing amount of revenue, than in the belief that I was fixing what would be, permanently, most conducive to the comforts of the people, or advantageous to trade, or ultimately even most beneficial to the revenue itself.

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523. Do you think a duty of two rupees per maund would tend to prevent smuggling, and also, by the increase in the consumption of the article, leave the present revenue untouched?—If I could bring myself to believe that three rupees a maund is the tax which has heretofore been levied, I should have no doubt in my own mind but that a reduction of that duty by one-third part would have a material effect in suppressing smuggling, and, consequently, in securing the amount of the present revenue. I believe, however, that so large a duty as three rupees has in reality never been realized by the Government. I have made my estimate on a duty of two rupees per maund, and I think two rupees might receive, at

all events, a fair trial. In making a change of system, that change ought, no doubt, to be as little perilous to the revenue as possible; for my own part, however, I, undoubtedly, would rather see the duty reduced to one-half its present imaginary rate of three rupees, and I think that, ultimately, it would be more beneficial even to the revenue. At all events some great change, and I may even add, that some great sacrifice, must absolutely be made by the Indian Government, not only in order to recover the former amount of revenue, but even to secure the present one, and to prevent further defalcation.

524. All these questions have reference to the consumption of salt, within what is called the territory of the monopoly, but I would wish to ask you this question; what rate of duty do you suppose would establish a legitimate sale of salt beyond the monopoly district?—I have contemplated the possibility of extending the system of customs and excise duties, to which I have before referred, to the whole of British India, and to the Tributary States, or even Independent States, which receive their supply of salt through the British territory. The coast of India is, with partial and very trifling exceptions, almost entirely in our occupation at present, and we are also in possession, in reference to the parts I have just described, of nearly the whole western frontier, from which is introduced the salt of the salt-water lakes, the brine-spring salt, and the rock salt, with which the great portion of the inhabitants of the western part of India are supplied with salt. I have endeavoured to make a rough estimate of the population which would, under such circumstances, be supplied with salt, which must, of necessity, pay either a duty of custom or excise to the British Government, and, in round numbers, I make that population about 133,000,000. Now, that population, at a consumption of 12 lbs. a head, would consume 19,000,000 of maunds, which at one rupee per maund, or one-third part of the computed tax levied under the monopoly, would produce a gross revenue of 1,900,000*l.* The same population, however, consuming 16 lbs. per head, will give a total consumption of above 25,000,000 of maunds. At three-fourths of a rupee or 18*d.* per maund, or one-fourth of the present estimated tax, and which, as far as I can discover, is the total amount of the local tax levied at Madras, that consumption would give a gross revenue of 1,875,000*l.* Now, I take it that either of these sums would exceed the whole revenue now derived from salt throughout all British India. They would, I am well convinced, be a great deal less burthensome to the people, and be collected at a much smaller charge, because a smaller rate of taxation would contribute to the suppression of smuggling, and, consequently, enable the Government to collect the revenue with smaller and cheaper establishments.

Extract from the Evidence of Hugh Stark, Esq., Senior Clerk in the Revenue Department of the Board of Control.

1225. If the price was much lower, do you not conceive there would be a greater consumption?—I have no doubt of it.

APPENDIX H.—No. 6.

Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to Inquire into the supply of Salt for British India, in 1836.

Extracts from a Paper put in by John Crawfurd, Esq. Apppendix No. 76, page 185.

The main position assumed by the Board of Customs, Salt and Opium, is, that the population supplied by the salt of the monopoly is adequately furnished with this necessary of life; that if salt were cheaper, the people would consume no more; and that in fact, to use its own words, "each poor man now consumes as much as the wealthiest."* In proof of this opinion, which I cannot help considering a very fanciful notion, the Board endeavours to show that each individual consumer, according to the most probable estimate of the population, is furnished with six seers, or about 12 lbs. avoirdupois of salt, yearly. This opinion, I know to have been entertained by the members of three successive Boards; and although it had, at one time, been controverted by the Court of Directors, and would seem to have received an ample refutation in the results of the recent sales of salt, I find it still insisted upon by the same authority, in some of the latest despatches from India."†

The first point to be determined is, whether the alleged quantity of 12 lbs. of salt a head be actually consumed. The Board quotes the various estimates that have been made of the population of the districts subject to the monopoly, in proof that they are. It admits that the country supplied with the salt of the monopoly has been uniformly the same from 1790, when the monopoly on its present footing was established, down to the present time.

* Selection of papers, page 71.

† Select Committee on Salt, 1836, page 82.

This is a territory estimated to contain 144,762 square miles. About the period when the monopoly commenced, the best estimate of its population, that of Mr. Colebrooke and Sir Wm. Jones, made it 24,000,000. Thirty years afterwards, or in 1823, another estimate was made by the Superintendent of Police, which raised to to 35,593,309. These are, of course, only estimates; for no census of the population of Bengal has ever been taken. My own opinion, however, is, that they are very probable and judicious estimates, which, upon the whole, rather underrate than overrate the population: at all events, as they are assumed as probable data by the Salt Board to reason upon, it will be fair, also, in this place, to make a similar use of them.* It appears, then, from these estimates, that in the 30 years from 1793 to 1823, the population subject to the salt monopoly had increased by about 48 per cent.: this, it is remarkable, is very nearly the same rate of increase which is ascertained to have taken place in Great Britain in a similar space of 30 years, or from 1801 to 1831. The estimate made in 1823, it ought to be observed, immediately followed the six years in which the ravages of the epidemic cholera were greatest; and it is probable, therefore, as is ascertained to have happened in all similar cases in other countries, that population made a considerable start in the years which followed. The best means of testing the adequacy of the supply of salt to the consumption, will be to take the population and consumption at intervals of 10 years, dividing the one by the other, so as to exhibit the consumption per head. The actual consumption of salt, of course, will not consist of the actual public sales, but what are called, in the Indian public accounts, "the clearances" from the public warehouses; what would be called in this country, the quantity taken from under lock for home consumption; always, of course, taking it for granted that the monopoly supplied the whole consumption, or that there was no smuggling. To make the statement a fair one, instead of a solitary year in each period, I take the average of three years' consumption; that is, of the year in which the estimate is supposed to have been made, and of the years immediately preceding, and following it. On the principle now stated, the following table, exhibiting the area of the districts subject to the monopoly, the absolute and relative population, the absolute and relative consumption, and the wholesale monopoly price of salt, is constructed.†

	Area.	Population.		Consumption.		Price per 100 maunds.
		Absolute.	Relative.	Absolute.	Relative.	
A.D.	Square Miles.		Per sq. mile.	lbs.	lbs.	Rupees.
1793 ..	144,762	24,000,000	165	286,054,440	11·90	297
1803 ..	144,762	27,840,000	192	313,820,220	11·27	381
1813 ..	144,762	31,716,655	219	370,368,516	11·67	321
1823 ..	144,762	35,593,309	246	407,190,840	11·44	385
1833 ..	144,762	41,288,238	285	360,862,152‡	8·74	370

This table, it will be seen, by no means supports the assumption of the Salt Board, that the population has continued to be supplied, throughout the whole period of the monopoly, with nearly 12 lbs. of salt per head. The largest supply was in the first period, or at the commencement of the system; and it seems to have generally declined ever since. After 30 years, or down to 1823, the decline was no more than half a pound a head. Between the last-named period and the concluding one, the falling off was very nearly two and three quarter pounds, or 24 per cent,; while, between the first and last period, the decline was 3·16 lbs., or 26½ per cent. The clearances of salt, in 1833—34, were but 42,69,444; and for the following year, as far as can be made out by the public documents, they would probably not exceed 38 lacs of maunds: which, in a population, in round numbers, of 42 millions, would give a consumption of no more than 7·69 lbs. per head.§

But the Salt Board has furnished a statement, the result of inquiries instituted by itself with a view to ascertain the actual consumption of salt in Bengal per head. The parties whose consumption is given amount to 33 families or parties, comprising 634 individuals. Looking into this list, I find that no less than 465 are individuals belonging to the families of wealthy people, or, at least, of people in comparatively easy circumstances; whilst only 169 belong to the labouring classes. Even here, however, there is hardly any one who can be said to belong strictly to the great mass of the people, and the poorest part of them, the rural population; for the lowest wages estimated for any individual is four rupees per month, which, I believe, is at least double the average amount of the wages of agricultural labour in Bengal, throughout the year; and by one-fourth more than the wages of country labour, as stated by the Board itself. Of the first class, or those in easy circumstances, no less than 118 individuals belong to the salt establishment; parties who cannot, according to the cha-

* Selection of Papers, page 192. † Selection of Papers, page 202.

‡ Maunds are reduced to lbs. in the above statement, at the rate of 84 lbs. avoirdupois. If the maund were estimated at 82 lbs, the rate of consumption would appear considerably less throughout.

§ Select Committee on Salt, 1836, page 58.

racter given of the native establishment by the Board itself, be supposed to pay the highest market price for salt. Moreover, all the families whose consumption is given are, for any thing to the contrary which appears on the face of the document, either inhabitants of Calcutta or of the salt districts; that is to say, of persons at the seat of production and manufacture, who necessarily get their salt a great deal cheaper than the mass of the population; the majority of whom must receive their salt enhanced in price by a voyage or journey varying from 60 to 600 miles. It would, I think, be quite extravagant to consider the consumption of a few parties, thus taken, as affording an average of that of some 40 millions of people.

There is, however, in the statement itself, internal evidence quite sufficient to destroy its validity. The family of a hooka-snake maker (No. 7), consisting of three grown-up persons and one child, uses but six pounds of salt per head per annum; a weaver, earning five rupees per month (No. 6), whose family consists of two grown-up persons, consumes double the same amount per head; and a brahmin (No. 8), earning four rupees per month, and whose family consists of two persons, consumes 15 lbs., or more than double the consumption of the snake-maker (No. 7), although his wages be the same. The consumption per head, in short, varies widely throughout; running from four pounds, as in No. 5, to four times four pounds, as in No. 19. The average of the whole 634 persons happens to give something less than 12 lbs. per head; and from this vague statement it is concluded, by the Board of Customs, that the whole population, throughout, is supplied with this amount. It is remarkable that the Board has quoted, in another despatch, a statement made in 1809, by a committee of five of the principal Civil servants of Government, among whom I find the eminent and respected name of Mr. Colebrooke. In this, the consumption, in the family of an individual with an income of 40 rupees per month, is computed at 23 seers or 46 pounds per head, being very nearly three times as great as the alleged expenditure, according to the Board, for a family with 50,000 rupees a year. The Committee alluded to, make the following observation on the consumption of salt generally "It will be observed, that in the sketch of the monthly expenditure of a family, the medium consumption of salt by each individual amounts to near 23 seers per annum, while we estimate the consumption of the whole population at the rate of only 6 seers per annum; but the poorer classes, who constitute in fact the bulk of the people, do not probably consume quite so much as 6 seers, and the general average may, therefore, still be correct." It will be seen, indeed, that this opinion of the Committee, anticipated many years before by Mr. Colebrooke, in his work on Bengal, is corroborated by the tabular statement which I have already given, in so far as regarded the periods which preceded 1823. I, of course, confine myself in this observation to the mere legal sale, for smuggling, in one form or another, has always existed: indeed, according to the statement of the Board of Customs itself, it is computed that there is a population of 3,000,000, in, and on the borders of, the manufacturing districts, "who are wholly independent, by their position, of licit salt."*

The Bengal Salt Board use it as one of their arguments in vindication of the small consumption of Bengal, that the term consumption per head, means a different thing in that country from what it does in a civilised one; in short, that in Bengal it means nothing whatever but human consumption for culinary purposes, or, as the Board expresses it, "the quantity actually eaten with his daily meals by each individual." The real difference, however, in the consumption per head, between such a country as Bengal and an industrious and improved one, as England, is perhaps not so great as the Board would suppose. The consumption of England per head is commonly estimated at nearly double that of Bengal, or about 22 lbs. No one, for a moment, fancies that one-half this amount is used in agriculture and the arts; the greater part is unquestionably employed, directly or indirectly, for culinary purposes. The only agricultural purpose for which salt is at present used to any extent, is the feeding of cattle; in tillage it has, if I am rightly informed, been nearly dropped. In the arts, its chief application is in the preparation of chlorine and soda. This last application of it is no doubt very large, but it would go but a short way towards accounting for the vast annual consumption of this country.

With respect to the curing of provisions, it is obvious that the quantity applied to this purpose will not affect the average consumption per head for culinary purposes, except in so far as such provisions may be exported for Foreign consumption; and, as far as England, at least, is concerned, that amount is much more than counterbalanced by the quantity imported for home use.

There is much difficulty in ascertaining the rate of consumption per head for culinary purposes, in any country; and in attempting an estimate, many circumstances must be taken into consideration. I have made some inquiries upon the subject, and the following brief tabular statement contains the results:—

Institution.	Number of Inmates.	Quantity of Salt consumed.	
		Absolute.	Per Head.
		lbs.	lbs.
Liverpool Workhouse	1,679	27,460	16 3
House of Correction, Coldbath Fields	865	11,251	13 0
Glasgow Bridewell	339	5,712	16 8

* Selection of Papers, page 151.

These statements were furnished to me by the Governors of the respective establishments mentioned in the table, accompanied by written explanations. The consumption is, of course, that of a convict or pauper population; and of establishments, too, conducted with extraordinary frugality. It, of course, excludes entirely the consumption of the upper and middling, and indeed of all the classes of society that are in easy circumstances; while on the other hand, the inmates of the establishments in question contain a larger proportion of adults than the mass of society. Upon the whole, if the average consumption of the kingdom for mere culinary purposes be taken as equal to that of the establishments in question, or at 16 lbs. per head, I am of opinion that it would be less overrated than underrated.

In the Glasgow and London institutions, no salt meat whatever is consumed; and in that of Liverpool, the whole consumption of this description of food consists of a little fish twice a week. In the Liverpool and Glasgow establishments, the salt stated includes that used in the preparation of bread, which is made on the spot; whereas in the Coldbath Fields prison, the quantity stated, is exclusive of what is used in bread, that article being contracted for. In Liverpool, the quantity of salt per head used in bread is about two pounds and a half; and in Glasgow, about two pounds and a third. Adding either of these quantities to the consumption at the London Institution, the consumption there will be brought to within a pound of that at the other two establishments; a difference possibly to be accounted for by the greater insipidity of much of the diet at the two latter, much of which is composed of oatmeal porridge and potatoes.

At any charitable institution where salted provisions are used, the nominal consumption of salt per head is very small, while the real consumption does not perhaps differ from what is above stated. Thus, in the workhouse of the parish of St. Pancras, where it was stated to me that there were 972 inmates, throughout last year, the nominal quantity of salt used comes to but 6 lbs. 1 oz. per head; but then there is a large consumption of salt butter and bacon; and the bread, which is largely consumed, is contracted for; so that probably, in one shape or another, nine or ten pounds of salt are used beyond the nominal amount.

The Board of Customs has, in my judgment, expressed a very hasty and inconsiderate opinion, when it states that the repeal of the salt tax in England had not, perhaps, increased the consumption for culinary purposes, even to the extent of "an ounce per annum per head." When the duty in England before 1823 was 15*s.* per bushel, the retail price in London I am told was 4½*d.* per pound; it is now about a halfpenny, or one-ninth part of that amount. At present, a peasant with a family of five persons, earning 24*l.* a year, may have an annual consumption of salt at the rate of 16 lbs. per head, for the consideration of 3*s.* 4*d.*: to consume the same amount under the tax would have cost him 30*s.*, or about one-sixteenth part of his entire earnings. It would be extravagant to suppose that these two rates of charge should make no difference in the quantity he consumed. It is impossible but that this vast disparity of price should make a difference in salt, as in any other article, in the quantity used: when the commodity was high-priced, it was of course used frugally, and, now that it is cheap, it is used liberally.

A London workman earning 30*s.* a week, will use about half a pound of salt a week for himself and family, which, if it consist of five persons, does not much exceed five pounds per head per annum; but then there is to be added to this apparent consumption, his consumption of salt in bread, bacon, cheese, butter, and occasionally salt fish; and certainly, the whole quantity with this addition will not fall short of 16 lbs. On a principle so obvious and admitted as the increase of consumption of any article from diminished price, I need not insist at any length: I shall content myself with a single illustration; this is the article of black pepper, which in its character as a condiment in general use, bears a nearer resemblance to salt than any other that I could refer to. When, in 1811, the price of this commodity, including duty, was at least 3*s.* per pound, the consumption of the United Kingdom per head was but one ounce: now that the price for some years back has not exceeded 16*d.*, duty included, the consumption has risen to an ounce and a-half per head. There are no means of exhibiting so conclusive a proof in regard to the augmented consumption of salt since the abolition of the duty; but I shall state one fact of some interest, which has come under my own knowledge. In the Liverpool Workhouse, already referred to, the consumption per head, which is now above 16 lbs., was, before 1823, with the duty, but 11½ lbs., so that we have here, between cheap salt and dear salt, an increase of consumption of between 40 and 50 per cent.

The Board of Customs however, will have it, that under no possible circumstances is it likely that a larger quantity of salt than 12 lbs. would be consumed by the people of Bengal. They insist that, "the argument which holds good of the superior productiveness of low prices on all articles in general demand in civilised countries at home, is almost wholly inapplicable to the salt trade in India, where the poorest individual gets what custom and convenience have taught him to eat, and where, such are the simple habits of the bulk of the society, little more would be used, whatever were the extent of the supply and the cheapness of the article.* My own opinion is, that a more unfounded opinion than this could not well be propounded. The people of Bengal, I have no doubt, should they ever get cheap salt, will consume it as largely as any other class of men. There are even some circumstances connected with their peculiar condition, which would lead one to suppose it probable that they would consume even in a somewhat larger proportion than the inhabitants of many other portions of the globe. Their climate is damp; most of their country is distant from the sea air; their soil is not impregnated with saline matter; their diet is

* Selection of Papers, page 263.

almost wholly vegetable, and remarkable for its insipidity, and the poverty of the great mass of the people is so great as to exclude them from the use of almost any other condiment than salt.

These circumstances would lead me to believe, that, in so far as the mere alimentary use of salt is concerned, the people of Bengal are likely to consume rather more, than less, than other people. Indeed, the Government of Bengal, when taxation is not at issue, must be either sensible of this, or very prodigal in its allotment of the article on specific occasions. Thus I find, that when it has to determine the quantity of salt necessary for the use of an individual, it never acts on the principle of considering 12 lbs. as an ample allowance per head. A Bengal and Madras sepoy, on foreign service, receives a ration of three quarters of an ounce of salt per diem; which is at the rate of above 17 lbs. per annum. A Bombay sepoy is allowed the extravagant amount of two ounces a day; which is equal to above 45 lbs. per annum. These allowances refer to services on shore. The allowances when at sea, somewhat preposterously, are much greater. In this case, the Bengal sepoy is allowed a ration equal to between 22 and 23 lbs. per annum; and the Bombay sepoy the same, with an allowance of some salt fish; whilst the Madras sepoy gets $2\frac{1}{20}$ ounces per diem, equal to above 50 lbs per annum, with some salt fish to boot.

I may give another example: by the convention made with the French Government in 1815, it is provided that the Government of Bengal shall furnish yearly the quantity of salt that shall be judged necessary for the consumption of the inhabitants of the settlement of Chandernagore, "reference being had to the population of the said settlement."* Now, in 1823, the population of Chandernagore was 44,538; and, in that year, and with few exceptions ever since, the Bengal Government has furnished, for the use of its inhabitants, 12,000 maunds of salt,† which is at the rate of between 22 lbs. and 23 lbs. per head; that is, very nearly twice as much as the estimated consumption of their neighbours, the inhabitants of the British possessions.

It is a constant argument used by the Board of Customs against an increased consumption of salt in Bengal, that salt neither is, nor ever will be, used except for mere alimentary purposes. This is not strictly correct, even as applicable to the present state of things. A good deal of salt (not indeed muriate of soda, for that being highly taxed cannot be used for such a purpose, but of other impure and untaxed substitutes) is given to horses, horned cattle, and even sheep; pure salt, and in considerable quantity, would no doubt be given if it could be afforded. "It is well known," says the Board of Customs, "that the wretched Bengal bullock scarcely receives from his owner that description of fodder which requires nothing but the trouble of collecting it; is it likely, then, that he will give to his cattle anything that costs money?" "In short," it adds, "all the speculations we have seen respecting the consumption of salt in India, are applicable not to Bengal, but to a country five centuries in advance of any part of these provinces."‡ The poorer the bullock of Bengal the more he stands in need of salt, and I have not a moment's doubt, in my own mind, but that the want of salt is one of the causes which makes the horned cattle, sheep and horses of Bengal, by far the smallest and the puniest and the worst-conditioned which I ever met in any part of India whatever. The Board of Customs will have it that salt will not be given to cattle in Bengal as it is in England. The system of which they are the most strenuous advocates makes it nearly impossible that any should be given at all; and no one need be surprised at this who reflects upon these simple facts, that the price of salt in Calcutta is perhaps not much less than twenty times as much as it is in Liverpool, and the value of the Indian cattle which would consume the salt, by more than the same proportion, less valuable. The heavy tax on salt in Bengal is a prohibition upon all improvement; and, if persevered in, the people of that province, at the end of the five centuries alluded to by the Board, would be no more able than they are now to give salt to their cattle.

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The more important part of the salt monopoly is now to be considered; the extent of the taxation imposed upon the people through its operation. Since the establishment of the English authority in Bengal, a great variety of prices have prevailed for salt, and the effect of the interference of our Government may generally be described throughout, as having greatly contributed to augment the cost. In 1764, and the beginning of 1765, I find the wholesale prices at Calcutta varying from 80 to about 100 sicca rupees per 100 bazaar maunds, which are prices a good deal lower than those now paid by the Government for prime cost and charges. Indeed, it is not easy to believe that the price could rise beyond 100 rupees; for that paid to the manufacturer, even so late as 1762, by order of the Bengal Government, was but 40 rupees per 100 maunds; and, under the native government, the tax to Mahomedans was but $2\frac{1}{2}$ per cent., and to Hindoos but five per cent.; while the import duty on Madras salt, then from 50 to 60 rupees less valuable than boiled salt, was but 10 per cent. Even under Lord Clive's monopoly, it was ordered by his Government that salt should not be sold above 200 rupees per 100 maunds. With that monopoly and its excessive prices, it is well known that the Court of Directors expressed their heaviest displeasure. On this subject, there is a very curious and instructive paragraph, in a letter from them to the Bengal Government, which is well worth quoting, on account of its application to the present state of things. After directing the trade to be laid open to the natives, and declaring that their principal object was "the care and convenience" of these natives, they proceed in the

* Selection of Papers, pages 273 and 282.
† Selection of Papers, page 202.
‡ Selection of Papers, page 69.

following strain :—"We hope this freedom of trade will be the means of keeping salt at a low price; but if ever it should be sold at the places we have limited, at, or above, 140 sicca rupees per 100 bazaar maunds, including the duty, we shall esteem it too high a price for the natives to pay; and we do expect that, under your influence, the price never exceeds the said 140 sicca rupees, unless in the case of some general calamity; for we had rather the duty should be diminished, than salt should exceed that price." Under instructions from the Court of Directors, the salt-pans were sold in lots of five each to the highest bidder, and a duty of 30 rupees per 100 maunds levied on the salt, for the Government. Even with the double impost thus created, it was ordered that the price at Calcutta, exclusive of the duty of 30 rupees, should not exceed 110 rupees.*

Under the system of sales at fixed prices, introduced by Mr. Hastings, the same which now exists under the Madras Government, I find that the prices were under 200 rupees per 100 maunds, and in the first year of the existing system, they were but 243. Reckoning the price of salt under the Mahomedan Government at 100 rupees per 100 maunds, the British Government may be said to have quadrupled the cost to the consumer.

The rise of price cannot indeed be denied; but the Bengal Board of Customs has recourse to some very singular arguments in extenuation of the increased taxation. They inform us, that the wages of labour have risen since 1790, even in a greater ratio than the price of salt; and, consequently, that the great mass of the people, the party chiefly interested, are in a better condition to pay the high tax of the present times, than they were to pay the lower one of 40 years ago.† The Board, anxious for information to confirm this theory, addressed letters to the Collectors of the land revenue, within the limits of the monopoly, and the replies furnished such information as the Collectors were enabled to pick up, by consulting landholders, and others, within their several Collectorships. The prices of the 24 Pergunnahs are selected by the Board as an example, although, according to it, by no means so favourable to their hypothesis as some other districts.

The price of rural day-labour in the 24 Pergunnahs, constituting the territory surrounding the capital, is stated to have been in 1790, 24 rupees, or 48*s.* a year; which, however, I must beg leave to observe, is by one-fourth part higher than it was stated to have been four years later, by the most accurate of all Indian statistic observers, Mr. Henry Colebrooke.‡ According to the returns made to the Board, the wages of rural labour had risen, in 1830-31, to 45 rupees, or 90*s.* The manner in which it is concluded that this rise has taken place, is sufficiently singular. The wages of 1790 are yearly wages, without any reference to their per diem amount. In 1830, the daily wages are calculated at two annas, and these being multiplied into the Hindoo solar year of 360 days, make exactly 45 rupees. It is upon such data as these that the Board concludes that 45 rupees, or 90*s.*, are the average wages throughout the year of all the day-labourers among the 40,000,000 subject to the operation of the salt monopoly. No allowance is made for holidays, although one of those peculiar to Bengal continues for 10 consecutive days: no allowance is made for incapacity to work, nor for inability to find employment. The error is exactly the same as if we were to take an Irish day-labourer's wages at 8½*d.*, and multiply this amount by 365 days: by such a mode of reckoning it would, of course, be concluded that his yearly wages, and consequently his capacity to bear taxation, would be represented by the sum of 12*l.* 17*s.* 6½*d.*; whereas the average of his real earnings turns out to be a good deal less than one-half of this amount, namely, 5*l.* 17*s.*§ In reference to capacity to bear the salt tax, the matter is much worse than this, for every individual belonging to the class of peasants, among the 30,000,00 or 40,000,000 paying the tax, are supposed to be earning 45 rupees a head.

The truth is, that the statements furnished by the revenue officers are full of contradictions, and, on due examination, will be found not to be of the slightest value. While the wages of common day-labour are represented to have advanced in the 24 Pergunnahs at so prodigious a rate, the statement for the rich and populous district of Moorshedabad shows, in so far as ploughmen and herdsmen are concerned, that 40 years had made no difference whatever. In the district of Dacca, a ploughman's wages are represented as having advanced only one-third; but a day-labourer's to have been doubled, and a herdsman's to have been multiplied fourfold! In the district of Backergunge, the ploughman, the herdsman and the day-labourer, are each represented as having had the amount of their wages doubled; —neither more nor less. In the district of Bullooah, the increase of the price of labour is represented as no more than 14 per cent. In Sylhet, on the contrary, a ploughman's wages are represented to have advanced, since 1790, by 133 per cent.; a day-labourer's by 160; and a herdsman's by no less than 200. In the province of Dinagepoor, there is a repetition of the error made with regard to the 24 Pergunnahs. The wages of a day-labourer in 1790, are represented as equal to one rupee or 2*s.* per month; in 1830, they are given at two annas per diem, which multiplied into the Hindoo month of 30 days, give three rupees 12 annas; so that wages are represented as having risen in this part of Bengal by 275 per cent.

With the exception of the wages paid in some of the large thriving towns, and by the proprietors of indigo factories, Native and European, whose branch of industry has almost entirely sprung up since 1790, I believe that there has been no real increase in the wages of labour in Bengal. In the situations alluded to, there no doubt has been a very considerable one; but even here the rise is counterbalanced by the higher price of provisions; often by the severity or disagreeableness of the labour or employment; and for the most

* Fourth Report of the Committee of Secrecy, 1772–3. Ninth Report of the Select Committee of 1780. † Selection of Papers, page 98.

‡ Husbandry and Commerce of Bengal, page 98.

§ Third Report on the Condition of the Poorer Classes in Ireland.

part by the expense and privation of quitting one's native place, often by a journey of several hundred miles.

In further extenuation of the increase in the price of salt, produced by the operation of the monopoly, the Board of Customs endeavours to establish it as a fact, that, even since the year 1805, all the necessaries of life consumed by the poor, and especially corn, had "nearly doubled" in price. The inference they draw from this supposed fact is, that the price of salt has only kept pace with that of other commodities, and indeed not even this. "The cost of salt itself," they say, "would have increased in the same proportion as that of other articles, had the price been left to find its natural level in the market."* The price of salt has not doubled itself since the commencement of the existing system; and hence the Board argues, that monopoly has done what monopoly never did before, prevented the object of it from rising in price; made it cheaper, in short, than commodities subject to competition. I believe the alleged facts upon which this theory is founded, are wholly without foundation. If corn and the other necessaries of life had doubled in price in so short a period as 26 years, it would, I think, have been indeed a strange anomaly, in a country not yet over-peopled, but with a considerable quantity of rich unoccupied land; in a country which has always exported much corn and other produce of the soil, and which exports more now than it did 26 years ago; in a country which has rather improved in skill, industry and capital, than retrograded, and in a country of which the currency has undergone no change whatever. Common rice, according to the Board of Customs, had risen in price from 12 annas, or 18*d.* per maund, in 1805, to one rupee eight annas, or 3*s.*, in 1831. I have consulted, in reference to this subject, such Calcutta price-currents as were accessible to me. A printed price-current of April, 1780, gives the price of common rice at one rupee four annas per maund. I have the price of the same article for January 1836, and it is from 14 annas to one rupee per maund. From this isolated fact, I might argue, as most probably the Board of Trade did when it drew an opposite inference, that the price of corn had greatly declined in the 56 years which have elapsed between 1780 and 1836. Nothing would be more fallacious. I am sorry that I have not the means of quoting intermediate years between 1780 and 1805, and between this last and 1819; but in February 1819, the average price of common rice per maund, in Calcutta, was one rupee eight annas and a-half; a rise, in reference to 1780, of no more than four annas and a-half, or about 22 per cent. in a period of almost 40 years. In January 1834, I find the price of common rice one rupee eight annas; so that it was somewhat less than it was 15 years before. The truth is, that the price of corn in India has probably neither risen nor fallen; improvement and the redemption of new land having, probably, kept pace with the demand for food produced by increase of population. The six years' price-currents which I have consulted, and the two referred to by the Board of Customs, divided into two periods of four years each, give evidence of this as far as they go:—

A.D.	Pence.	A.D.	Pence.
1780	30	1829	39¾
1805	18	1831	36
1819	36¾	1834	36
1824	47¼	1836	22¼
Total	132	Total	134¼
Average	33	Average	33 9/16

Bengal is subject to variations in the price of corn, like European countries; but, as it is a country with bad roads and inadequate capital, the fluctuations of price are greater than in any improved country. "Without famine or scarcity," says Mr. Colebrooke, an authority to which, in common with the Board of Customs, I have often referred, "we have known corn four times dearer, at the first hand, in one year than in the preceding."† I strongly suspect that it is one of these cases of violent fluctuation in price which may have misled the Board of Customs into a belief that a permanent rise in the necessaries of life had taken place. It seems, however, to have escaped them, that if the rise in the necessaries of life were equal to the rise in the wages of labour, the labourer's capacity of enduring additional taxation was in no respect improved,—that his condition was, in fact, neither better nor worse than what it was, but stationary; and that, with the same command over the necessaries of life, except salt, his tax for this, in 1830, was more than double what it was in 1790.

On the authority of such supposed facts as those now stated, the Board of Customs proceeds to argue, that the taxation produced by the operation of the salt monopoly is trifling, light, and scarcely perceptible by the consumer. This mode of argument is by no means new; Lord Clive had recourse to it, and offered elaborate details in proof, in his celebrated speech in Parliament in 1772; a speech published in an authentic form by himself.‡ The price of salt under his Lordship's monopoly, he takes at 200 rupees per 100 maunds, or just one-half the price which the Indian authorities are so anxious, at present, to maintain; and he estimates the price of day-labour at 24 rupees a year; at the exchange of that period, making

* Selection of Papers, page 100.

† Husbandry and Commerce of Bengal, page 108.

‡ Speech delivered in the House of Commons, March 30, 1772. Printed for J. Walter, London.

3*l.* sterling. The expense for every individual in Calcutta he makes to be 1*s.* 3*d.*; in the centre of the provinces, 1*s.* 8*d.*; and at Patna, the extreme limit, 2*s.* 6*d.*; but in this case he strikes off one-third of the whole population, for children, and what he calls accidents; allowing the remainder a consumption of 20 lbs. a head. His Lordship asks "whether the expense of from 1*s.* 3*d.* to 2*s.* 6*d.* a year, to the very poorest of the inhabitants, can be a grievance?" His Lordship's computation for Patna, of 2*s.* 6*d.* for two-thirds of the population, will be 1*s.* 8*d.* a head for the whole population; but like the Board of Customs, he forgets that every labouring man has a family to maintain; that the 1*s.* 8*d.* therefore must be multiplied by at least five, and that the result, 8*s.* 4*d.*, will constitute near a seventh part of the labouring man's whole earnings.—Mr. Hastings, in 1775, repeated this mode of reasoning. "Suppose," said he, "the inhabitants, one with another, to expend a seer of salt per month (which is a large allowance), and suppose the Government to draw from it a revenue of one rupee per maund, which would amount to 20 lacs, the charge to each person would be little more than a fourth part of a rupee in a year; so mere a trifle that it could scarcely be felt." The tax which Mr. Hastings considered "so mere a trifle," and the amount of which he has so greatly underrated, would however, even as he has given it, have amounted to an income tax of between five and six per cent.—Mr. Tucker, 50 years later, took up the same notion;* and, although, according to his statement, the tax was increased by above 40 per cent., he still considered it a fair and light one: and the Board of Customs, after Mr. Hastings' tax had, as they allow, been doubled, is of opinion that it is lighter than ever. They assume the rate of labour, throughout the whole of the provinces subject to the monopoly, to be 36 rupees a year, or 3*l.* 12*s.*; they take the consumption of each individual, as before stated, at six seers, or 12 lbs. per anunm; and the tax at three rupees per maund, which is 4*s.* per bushel. The contribution of each labourer, according to this statement, is something more than 10¼*d.* per head, and the Board concludes it to be but one eighty-second part of his yearly earnings, or a tax on his income of less than one and a-half per cent.† I believe it would be impossible to produce, from the records of any Government, a statement more replete with error than this. In the first place, the average wages of agricultural labour, throughout the year, and for the vast population subject to the salt monopoly, are prodigiously exaggerated. Thirty-six rupees per annum are double the wages stated by Mr. Colebrooke, and 50 per cent. above the highest average I have ever heard given, or 24 rupees. Then it is concluded, most erroneously in my opinion, that every individual who consumes 12 lbs. of salt, that is every one who is brought under the average consumption, also earns the average wages. It is forgotten, in fact, that the labourer has in India, as everywhere else, a family to support from his individual earnings. In the United Kingdom, the number of persons composing a family exceeds five. In Bengal, it is probably more, and cannot be less, than five; and, consequently, the labourer has to contribute not to the tax on 12 lbs. of salt, but to the tax on five times 12, or 60 lbs. The amount of his contribution will be, in fact, near 4*s.* 3½*d.*; or, according to the estimate of 1*s.* for the tax, made in another place, by the same authority, 5*s.* Of the yearly wages of 18 rupees, or 36*s.*, the lowest of these sums is a tax of between an eighth and ninth part; and it is an income tax of near 12 per cent. Of the annual wages of 24 rupees, or 48*s.*, it is about the eleventh part, and an income tax of nine per cent. Even of the Board's supposed average wages of 36 rupees, or 72*s.*, the salt-tax, as above stated, forms not the eighty-second part, or less than one and a-half per cent., but five times this amount, or between a sixteenth and a seventeenth part, that is, a tax of six per cent. on his income.

The Board is not only at great pains to show that the tax has been light at all times, but that it is now, although nominally higher, yet virtually lower, than it was 40 years ago, when the present system was established. This conclusion is founded chiefly on the error already exposed, of the imaginary increase of the price of labour. The price of six seers or 12 lbs. of salt, that is, of the annual consumption of an individual, in 1790, according to the Board, was about seven annas, which it reckons was 1-55th part of a labourer's earnings, reckoning these at 24 rupees per annum. The price of the same quantity of salt in 1830-31, was, according to the Board, about 10 annas, or no more than the seventy-second part of a labourer's earnings; that is to say, of earnings estimated at 45 rupees a year. From these premisses, so obviously erroneous, the Board however comes to the conclusion which it expresses in the following terms:—"We respectfully submit that, in the face of these facts, it is not easy to assume that the salt-tax has become more onerous, or that it is more difficult for a poor man to procure salt now than it was 40 years ago."‡ The wages of labour here stated, it will be observed, are those of the 24 Pergunnahs; which, for an average of the 40,000,000 of people subject to the monopoly, even if the statement could be relied on in all other respects, is about as fair as the rate of wages, as those of Middlesex would be for the whole of this kingdom, including Ireland. Taking the rate of wages, however, to be 24 rupees a year throughout the whole region subject to the monopoly, and the consumption of salt uniformly 12 lbs. per head, or 60 lbs. per family, the progressive increase in the price of salt to the consumer, from about the period of our first acquisition of sovereign power in Bengal, would be nearly in the following proportion:—In 1760, the cost of salt would amount to above 4 per cent. of the labourer's wages; in 1790, it would amount to near 7½ per cent.; and in 1830, it would exceed 10 per cent. of his wages.

But this is by no means the rate in which the monopoly affects the consumer of salt. It

* A Review of the Financial Situation of the East India Company in 1824, pages 52 and 56.
† Selection of Papers, page 96.
‡ Selection of Papers on the Bengal Salt Revenue, page 99.

is not the mere prime cost and naked amount of the tax which is to be estimated, but, as in every other case of monopoly or excessive taxation, the enhanced cost to the consumer which springs out of heavy, or injudicious, taxation. I shall give a few illustrations of this in detail. The Salt Board estimates the prime cost of the salt at 100 rupees per 100 maunds, throughout, while the salt of Hidgellee appears to cost but 77 rupees, that of Tumlook but 36, and that of Madras, after paying a tax of 12 rupees to the Madras Government, but 84.* The average of 100 rupees for all salt, is made up by injudiciously forcing the manufacture at stations where it costs 125, 150, and, occasionally, as much as 225 rupees. This is a system so pernicious that it could not be pursued by private individuals; and therefore the enhancement of price which it gives rise to, is to be wholly charged to the monopoly. The price paid to the molunghee or manufacturer in 1762, by authority of the Government, was 40 rupees per 100 maunds of 82 sicca weight to the seer, exactly, I believe, the present weight.† We have few authorized facts respecting the prices at present paid, but the Board of Customs informs us that in one district, the 24 Pergunnahs, the amount now paid is 87½ rupees. In so far, then, as this district at least is concerned, the cost of manufacture has advanced very nearly 120 per cent.‡ Even where the salt is produced most cheaply and in largest quantity, Hidgellee and Tumlook, it seems to be at present infinitely dearer than it ought to be.

In the year 1773, the contract price paid for salt in the three divisions of Hidgellee, Tumlook, and the 24 Pergunnahs, was 55 rupees; and in all the rest 65. Now the present prices for the first, exceed these by 82 per cent., and for the last, by 106 per cent. The excess in this case is evidently an additional tax levied on the consumer, without benefit to the public. The causes of this rise in the prime cost of salt, when, with increase of capital and the progress of improvement, it ought, as a manufacture, to have decreased, are the usual costliness of every manufacture which a Government attempts to conduct; increased cost of fuel, from increased clearing of land in the neighbourhood of the manufacture; a process of manufacture entirely stationary, to which, in the shape of machinery, or ingenuity, or capital, there certainly has not been a single addition for 70 years, and very probably not for 700; and, finally, the amount produced not being equal to the demand. This last cause of high price is so important, that I shall add a few words in explanation of it. When, so long ago as 1767, the Government of Bengal were carrying into effect the instructions of the Court of Directors for the regulation of the salt trade and revenue, it stated the average quantity of Bengal boiled salt, yearly produced, to be 28,00,000 maunds.§ On the average of years, the quantity now produced I find does not exceed 33,00,000 maunds; an increase of less than 18 per cent. in a period of near 70 years.‖ It is true, that, of late years, an additional supply of 7,00,000 maunds of boiled salt have been obtained from Cuttack, making the whole supply about 40,00,000 maunds; but this is counterbalanced by the supply of Bengal salt having continued stationary, or rather, indeed, declined. In 1767, the whole supply of salt, including bay, would probably be about 34,00,000 maunds; of late years, it may be taken at 46,00,000. Lord Clive's estimate of the population was 15,000,000; it was estimated by the public authorities, in 1823, at 35,500,000; and at an interval of 13 years, I cannot suppose it less than 42,000,000. If these data make any approach to correctness, population, and consequently demand, have increased 180 per cent., and supply only 35 per cent.; the first has been nearly trebled, while the last has been multiplied by little beyond one-third part. Under such circumstances, it is impossible but that price should have advanced, and advanced greatly, and it has done so.

But without reference to enhanced prime cost through mismanagement of the manufacture, it is obvious enough that the consumer must pay for the risk and profits of the merchant, who advances to the Government that portion of the price of salt which consists of tax; and which, according to the Salt Board itself, consists of no less than three-fourths of the whole cost. The consumer, however, has not only to pay the profits on the quantity annually cleared for consumption, but also on the quantity uncleared, and for which the merchant has paid. In 1834, for example, the uncleared balances in the store amounted to more than half the year's consumption; so that in that year, at least, the profit exacted from the consumer, in order to reimburse the merchant who purchased at the public sales, must have been half as much more as his legitimate profit on his actual sales. Instead of profits to cover an advance of three rupees' tax to the Government, he is compelled to exact profits to cover a tax of four rupees and a-half, with the cost of half as much more salt as he can sell: if he cannot obtain profits to this extent he must be ruined: and his ruin would leave the Government without the means of obtaining the tax. The common rate of interest in Bengal, among natives, is 12 per cent.; and as natives are nearly the sole dealers, we may reckon the mercantile profit as half as much again, or 18 per cent. Near half as much more as this again, however, must be added for the uncleared balances paid for by the merchants, say 25 per cent. in all; this would raise the price of 400 rupees to 500 rupees, without any reference to transport, or even to retail profit. "Government," says a recent writer favourable to the policy and power of the East India Company, and decidedly so to the salt monopoly, "receive about three rupees a maund, but the salt is re-sold under their

* Selection of Papers, pages 204 and 206.
† Fourth Report of the Committee of Secrecy of 1773. Bengal Consultations, September 3, 1762.
‡ Selection of Papers, page 19.
§ Fourth Report from the Committee of Secrecy, 1773. Bengal Consultations, October 7, 1768.
‖ Selection of Papers, page 234.

eye in Calcutta, by retail, after being adulterated with 10 to 15 per cent. of earth and dirt."*

The Board of Customs has been in the habit of publishing statements of the price of salt in the provinces; these are, however, derived from sources upon which it is perfectly clear, from internal evidence, that no reliance whatever can be placed. As indications of the advance charged to the consumer on the amount of the public sales, they are, consequently, valueless. Thus, to give an example, the price of salt at Calcutta, in the month of August, 1826, at the Government sales, is 468 rupees per 100 maunds; while the average of five different provincial stations, ranging from 30 to 500 miles from Calcutta, gives an advance of no more than 13 per cent. in the same month.† The advanced price at Patna, a distance of more than 500 miles, is but 22 per cent.; one scarcely sufficient to cover mere freight. One main source of the inaccuracy of these statements, although never adverted to in any case by the Salt Board, is however distinctly pointed out by the Governor-General, in the papers on the table of the Committee. This is the adulteration practised on the salt after it has quitted the public stores, and which I have never heard estimated at less than 10 to 12 per cent.

Let the wholesale price of the salt, however, to the local consumer be taken at 500 rupees, without reference to its conveyance. For a family of five persons, consuming 12 lbs. per head, the cost of salt will in this case amount to 7*s.* 1¾*d.*; and with the retail cost the price will rise, at the very least, to 8*s*, or the sixth part of the labourer's wages. It will be seen that this statement agrees perfectly with the estimate of a respectable and intelligent public officer of Government, Mr. Beecher, who stated some years back, to the Government of Bengal, that it required two months' wages to furnish a labourer and his family with this necessary of life. I cannot, at the present moment, lay my hands upon the document in which this statement is made; but evidence of it, I am satisfied, is accessible to the Committee, should it be necessary to apply for it.

The average reward of agricultural labour in England is computed at between 8*s.* and 10*s.* per week, throughout the year, or about 24*l.* per annum. If the English labourer, then, had to pay one-sixth part of this, or 4*l.* per annum, for the price of his salt, it would be exactly the same thing to him as the payment of 8*s.* to a native of Bengal; and no one, I think, would venture to say that such would be a moderate exaction. The price of salt in Bengal, taking it only at the Government cost of four rupees per maund, is about 15 times as great as the price in England; and the price of rural labour in England is 10 times, indeed for that matter probably about 15 times, as great as in Bengal. From such facts as these, the Committee will be able to judge upon how slender a foundation the Indian authorities have pronounced the salt tax to be a light and moderate one. Indeed the Court of Directors themselves give it as their opinion that such an inference would be a rash one. "The Board," say they, in a despatch dated the 23rd of February, 1831, "give it as their opinion that the tax on salt, as now paid by the public, is little felt, inferences of this sort, however, should be very cautiously admitted; the sum paid by each individual is indeed inconsiderable, but when we compare it with the small amount of the earnings of a poor ryot, the proportion does not appear to be small."‡

The Salt Board itself, however, has incidentally stated several facts, which show that there is a real scarcity of salt, particularly in Behar, the part most remote from the source of supply. This scarcity is implied by the admitted necessity which some of the more indigent classes are put to, of using septic, or impure, or bitter salts, as a substitute for muriate of soda. These salts consist of the saline matters extracted from the ashes of vegetables, which I presume can be nothing else than potash, or possibly, in some cases, soda, and of such as are procured from the refuse lie after the extraction of saltpetre, consisting, besides common culinary salt, of muriate of lime and sulphate of magnesia. Nothing but sheer necessity, I think it will readily be admitted, could induce any people to have recourse to such nauseous substitutes. The number of persons that are compelled to have recourse to them is by no means so inconsiderable as the Salt Board would have it thought. The evidence brought forward by itself, indeed affords the best proof of this. In 1815, it was stated, in a public Report, that out of about 8,00,000 maunds of salt consumed in Behar, 1,50,000 consisted of impure salts, not paying duty; the quantity of these manufactured and used in 1834, is admitted rather to have increased than decreased; it is, however, taken by the parties at the same amount, and the whole consumption made to be exactly what it was near 20 years before.§ The population of Behar, in 1823, was, according to the estimates laid by the Directors before Parliament, 7,919,925; and according to the rates of increase already given, it would, in 1815, have been about 7,057,000. At that time, therefore, upwards of 1,300,000 of the inhabitants of Behar were compelled to eat impure salt; that is, near a fifth part of the population was forced to do so. The results of the salt monopoly, however, in Behar, are so remarkable, according to the data thus furnished by the Board of Customs itself, that I think it will be instructive to present the details in a tabular form. In the three decennial periods, 1814, 1824, and 1834, the population—the absolute—and *per capitem* consumption, would, on the data above given, be as follow:

* Observations on the Law and Constitution of India, 1st edition, page 121.
† Selection of Papers, page 261.
‡ Selection of Papers, page 126.
§ Report of Mr. A. Trotter, dated August 2, 1834.

	Population.	Total Consumption of Salt.	Consumption per Head.
A.D.		lbs.	lbs.
1814	7,057,000	67,484,172	9·56
1824	7,919,925	67,552,086	8·53
1834	9,187,000	67,620,000	7·36

Thus it would appear that the consumption of salt in Behar has never approached the alleged average of 12 lbs. a head, and that there has been a decline, at the rate of better than 1 lb., every 10 years; and in the whole period, one of about 2¼ lbs. per head; this, however, includes the impure salt, which pays no tax. In 1834, the report already cited, gives the consumption of pure salt at 6,55,000 maunds, which makes the consumption per head less than 6lbs; and consequently, less than one-half the quantity assigned by the Indian authorities as a general average for the whole population subject to the monopoly. A number, then, approaching to a fourth part of the entire population, consumes less than one-half what has been supposed by the Board of Customs the average consumption.

The fidelity of the following statement, which is from Mr. H. Colebrooke's work, printed, but not published, in Calcutta, in 1794, will be acknowledged by every one who has had a tolerable acquaintance with the people of Bengal. "Salt," says he "is eagerly desired by the Indian, his vegetable diet requires it; but the most numerous classes cannot afford to season their food with it. Observe the peasants meal, a pinch of salt on a leaf stands by his plate of rice; a few grains at a time deceive his palate, while he swallows several mouthfuls of insipid food. His abstemiousness in respect to this and other condiments, for which his predilection is known, is not voluntary. He is sensible that he is ill fed." When Mr. Colebrooke wrote this statement the price of salt at the public sales was 4*s.* a bushel; and it was above 5*s.* 6*d.* in the year 1831, the same in which the Salt Board were describing the price as moderate, and the supply ample.

I believe that I do not speak with any exaggeration, when I assert that there is no considerable country in the world in which salt is absolutely so dear as in Bengal; and if the reference be to the capacity of the great mass of the people to pay, there can be no doubt whatever on the subject. There are obvious causes for this. There is no part of the coast of Bengal fit to produce salt by the cheap process of solar evaporation. The brine is nowhere strong, because the sea on the coast of Bengal is mixed with an unusual quantity of fresh water. Fuel is comparatively dear, and dearest where the manufacture might otherwise be conducted most cheaply. The process of manufacture is extremely rude, and for centuries appears to have sustained no improvement whatever. Even after the salt is manufactured, its preservation is precarious, owing to the frequent occurrence of heavy rains, tempests, and sudden inundations. The interior of the country affords no rock salt, and no salt springs, such as are to be found in almost every other country of considerable extent. The monopoly comes in, in aggravation of these natural causes of high price; conjoined with them, the effect has been an aggravation of cost, which has no other limit than the protection which the smuggler affords the consumer. One example will show the Committee, satisfactorily, the extent to which the causes now enumerated contribute in enhancing the price of salt; it is this, that a cost of four rupees per maund, which may be considered as an average of recent years' public sales, is equal to a tax in England, on the average prime cost of English salt at 15*s.* per ton, of between 1,300 and 1,400 per cent.; and that a wholesale price of five rupees per maund upon the spot, and without reference to distribution over an immense tract of country, often without roads or bridges, for the most part with indifferent ones, and notoriously deficient in capital, is equal to an advance upon the same English salt of between 1,600 and 1,700 per cent. It must be clear, indeed, that in many parts of the country the cost of salt must be higher than it was even in England when it paid a tax of 15*s.* per bushel, or an *ad valorem* duty of 4,000 per cent. In 1823, for example, in many parts of the country the price rose to 12 rupees a maund for adulterated salt, which is equal to 32*l.* per ton, or more than the whole price of salt in England before the abolition of the duty. The Committee will be pleased to recollect that the charges now stated are applicable to a people among whom the wages of labour are, at the utmost, but one-tenth part of what they are in England.

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It remains to offer some suggestions to the Committee for the security of the salt revenue. Considering the rapid decline of that revenue for some years back, however needy the Indian treasury, some great change seems absolutely called for, and some nominal sacrifice of duties must be made by the Government, if for no other reason than to prevent further loss. The plain and obvious remedy seems to me to consist in a free local manufacture, and the free importation of salt from every country, the first subject to an excise duty, and the last to a custom duty of the same amount. The revenue received from the Bengal salt monopoly was, in its most prosperous time, about a million and a quarter per annum; and at present it seems not much to exceed one million. I presume that the Government ought to be satisfied

with a tax upon a necessary of life, in a country where salt is naturally very high-priced, which shall eventually realize the highest of these amounts, and increase with the population and prosperity of the country. If the population within the limits of the salt monopoly be, in the present year, 1836, in round numbers, 42 millions, and the average consumption of each individual 12 lbs., this will give a total consumption of 60 lacs, or 6,000,000 of maunds of salt, which is but a million of maunds more than the sales and clearances of particular years between 1820 and 1830, and not beyond the usual estimated consumption of the country, including contraband salt. By reducing the duty by one-third part, or from three rupees to two rupees, I think this increase of consumption, which in fact is but 20 per cent., may be fairly reckoned upon. This rate of taxation and consumption would give a gross revenue of 1,200,000*l.*, and allowing an additional five per cent. for the charges of collection, beyond the existing establishments for the collection of customs and other branches of the revenue, a net revenue of 1,140,000*l.*

With a consumption of 16 lbs. per head for the same population, the total consumption would be eight millions of maunds. A duty of one-half of the present estimated amount, or a rupee and a-half per maund, would, on such a consumption, give exactly the same amount of revenue. The net revenue, in either case would considerably exceed the amount estimated for the years 1833–34, and 1834–35; and it is one which would steadily increase with the wealth and numbers of the people.

Appendix H.—No. 7.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories, in 1853.

Extracts from the Evidence of D. C. Aylwin, Esq., a member of the firms of Messrs. Aylwin & Co., at Calcutta, and Aylwin, Brown, and Stacey, at Akyab.

6987. What is your opinion as to the consumption of salt in India; taking the two together, the manufactured and the imported salt, has the consumption increased or diminished?—That is one of the most difficult questions that I shall have to answer; my own opinion is, that the amount of salt consumed in India has very much increased, but at the same time I find that the quantity of salt manufactured by the Company, plus the importations, has diminished; I am speaking now of the last and previous years; I find that the trade and commerce of Bengal has increased in the most wonderful manner. The total imports from the year 1813—14, (my own statistics not going beyond that,) having increased from 2,12,26,998 sicca rupees, to 9,24,77,934 Company's rupees in the year 1851—52, and the exports having increased from 3,55,40,438 sicca rupees in the year 1813—14, to 11,04,09,706 Company's rupees in the year 1851—52.

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But it may be argued, that this does not show an improvement in the condition of the mass of the people who are the consumers of salt; therefore, in proof of that, I have a statement showing the increase in the consumption of Lancashire fabrics, for there are no persons more interested in the abolition of this salt monopoly than the Lancashire manufacturers. I have drawn up a statement showing the increase in the consumption of those Lancashire manufactures, which are consumed by the poorest of the poor, who are the consumers of salt, salt being one of the first necessaries of life; and I find that whereas in the year 1837—38, the consumption of long cloths, and shirting, jaconets, and madapollams, or those descriptions of goods, used only by the poorest of the poor, was only 190,770 pieces, last year they have actually increased to 5,341,057; whereas the descriptions of goods, Glasgow goods, which are used among the richer natives of India, that is of lappets, scarfs, white cambrics, and book-muslins, have only increased from 1,027,862 pieces to 2,042,070 pieces. The one has increased 100 per cent., the other from 190,770 to 5,341,057.

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Now, in the face of this there can be very little doubt that the position of the poorer classes in Bengal must have been very materially improved during those years. These facts go to prove the benefit that has been derived to the natives from the East India Company's rule. I believe it has been, as far as my own experience has gone, very beneficial to the natives of India, and that the natives have advanced and prospered under it; but I therefore cannot for one moment believe, that the natives of India should so increase their luxuries, that is what they put upon their backs, and yet not in any degree increase their necessaries, that is what they put into their stomachs; and I am led to believe, that the different amount of salt consumed, as compared with the amount upon which the Government get the duty, is really the amount of salt that is smuggled into India; I think there can be very little doubt of that, and my opinions are shared by the local Government of India. I have here a document from the local Government of India, which shows that, in Secretary Prinsep's Letter to the Board of Salt, under date of the 29th of September, 1834, it is stated, "that no less than 10 lacs of

maunds (or more than 35,000 tons) of salt have been conveyed illicitly for consumption from the districts of Hidgellee, Tumlook, and 24 Pergunnahs." If, therefore, from those places alone, which are immediately under the eye of the Executive of the East India Company, no less than one-fourth of the total amount by them manufactured, is allowed to be annually smuggled, how much may we reasonably infer is the total amount smuggled of which they know nothing? I can speak for myself as regards Akyab, that when I was down there, I have no hesitation in saying, that almost every vessel that went up to Calcutta, had illicit salt on board intended to be smuggled. Throughout the whole of the Dacca district, and the Sunderbund district, there is an organised system of smuggling going on, in which the native servants of the East India Company are leagued with the smugglers; and I have no hesitation in saying, that the natives at the different police stations in those districts, are cognizant of 9 out of 10 boats that are smuggling salt. The Board of Salt in 1845, say, "we do not mean to say that smuggling has not increased, but we doubt of its having increased to the extent assumed by the petitioners." Mr. Blunt, a member of the Council, thus expressed himself in a Minute, dated the 9th of December, 1834: "There exists throughout the whole entire establishment of the salt agency, a combination and an identity of interests which is extremely adverse to an efficient control, and which renders the detection or the proof of fraudulent practices, however notorious, almost impracticable." In fact, if it was necessary, I might multiply the admissions from Government officers to any extent, in which they admit the fearful amount of salt that is being smuggled.

6988. Your opinion is, that the system of smuggling has been on the increase?—Very considerably on the increase.

6989. Since when?—I am not prepared to say when exactly; it has been carried on always to a great extent, and from the reasons I have stated, of late years particularly.

6990. Are you aware that very stringent measures have been taken to put a stop to the smuggling, and that those measures have been attended with very great success in the last six or seven years?—There is one measure which, in the eyes of the Hindoo, is more attractive to smuggling than any preventive measures can be to the contrary; while you attract him with high duties, and whilst you make it the most profitable occupation that he can engage in, you may take all the stringent measures you may see fit, but you will not put a stop to smuggling.

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6992. If smuggling exists to so great an extent as you describe it, why do you conceive that, in the event of the abolition of the manufacture of salt by the Government, the duty on the Foreign salt imported would not be evaded by smuggling?—The illicit trader can very well afford to make salt, and to import it at a profit, when he is smuggling against a duty of 7*l.* a ton; but he might find it very difficult to carry on the same trade if the duty were reduced to 2*l.* or 3*l.* a ton.

6993. Is it your proposal to reduce the duty on salt to 2*l.* or 3*l.* a ton?—I consider that such a reduction of the duty would interfere with the profits of the smuggler, and would consequently, very greatly enhance the present revenue.

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7010. If there were a duty of only 2*l.* or 3*l.* a ton, would that be sufficient to enable the Government to keep up this very large staff, and to make any profit out of the duty?—I consider a reduction of the duty to 2*l.* per ton, would obtain a greater revenue than is now derived.

7011. At present there is a large staff kept up for the purpose of preventing smuggling. Do you suppose, if the duty were reduced to the amount you would fix it at, it would be worth the while of the Government to keep up that large staff, in the expectation of making a profit out of that amount of duty?—I do not think it would be necessary; if you were to reduce the duty to 2*l.* or 3*l.* a ton, it would not pay smugglers to carry on an illicit trade, and you would not require so large a staff as is at present needed.

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7074. Supposing there were no manufacture of salt in India at all, would not it be requisite to maintain a very large, though not so large an establishment as at present, to protect the revenue of the country, to guard against smuggling, externally or internally?—There is no doubt there would have to be a very large establishment kept up, provided you maintained the present high rate of duty. So long as you give a premium to the smuggler, whereby he can earn more in smuggling salt than in any other mode of livelihood, so long you will have the fearful amount of smuggling that you now have; you are actually tempting the Hindoos to dishonesty.

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7079. Have you any other observations which you wish to make upon the subject of salt?—I wish to call the attention of the Committee to certain statements which have been put forward, I presume by the East India Company, in a return to an order of the Honourable the House of Commons, dated April 15, 1853. I refer to a document which appears to have been drawn up by the East India Company, and to have been put into the hands of the members of the House of Commons, in order to give them some idea of the working of the salt question and other affairs connected with India. It is here stated that, "salt purchased at Calcutta at 1*d.* per lb. the Government price, is sold at Benares (400 miles from Calcutta, where it comes into competition with the salt from Rajpootana) at 12 lbs. the rupee, or 2*d.* per lb. The consumption of salt in India has been usually estimated at 12 lbs. per head per annum, and assuming the wages of agricultural labour at 3 rupees per mensem, (the rate now

paid on the Calcutta and Bombay mail-road, and also to village watchmen,) it would, at Calcutta, absorb the income of five days' labour to provide the quantity required for a year. The salt duty thus operates as a tax of about 1½ per cent. upon the labourer's wages, if he have none but himself to provide for, if he have a wife or children, the percentage will of course be increased by the amount of their consumption." By this paper, I would have the Committee observe, the East India Company would lead a member of the House of Commons to believe, that the salt duty operates as a tax of only 1½ per cent., and that a Hindoo earns 3 rupees a month, as also that the price of salt is 1*d.* per pound. Now, in the first place, I have been myself some years in India, very much connected with all classes of the natives, and I conscientiously believe, that a more erroneous statement never was put forward, than to calculate upon anything like 3 rupees a month being the average rate of wages in Bengal; I am prepared to doubt whether the average rate of labour in Bengal is even 2 rupees, and I certainly am prepared to state, that 3 rupees is the maximum which can be obtained for agricultural labour in any part of Bengal. By the estimate, also, salt is calculated at 1d. per lb.; now, the East India Company must be perfectly aware, that salt never can be purchased by the consumers at anything like that price. It is very true, that if you take 100 maunds of salt at the wholesale price, 385 rupees, and divide the one by the other, it would amount to 1*d.* per lb., but it is equally true, and the East India Company know it, that the consumers of salt do not get their salt at anything like that price. Had the East India Company made the slightest inquiry (which I myself have been at great pains to do,) they would have found that in the bazaars in the interior, at Patna, at Dacca, and other places, the price of salt varies from 3 to 3½ annas a seer, or 2¼*d.* to 2¾*d.* per lb. The price of salt of course varies in the interior, from several causes; first of all, the facilities of obtaining the smuggled commodity; secondly, the cost of transit, and other causes, which would act upon any article of commerce. But I have no hesitation in saying, that 3 annas a seer, which I take as my estimate of what the salt costs the consumer, is very much indeed under the average. In fact, it is 50 per cent. under the estimate which, in the year 1836, was allowed to be the cost of salt to the consumers in the interior of India. The principal error, however, is in the calculation that the labour of every consumer of salt, is effective to the extent of 3 rupees per month. In this country, we allow an average of five souls to each family; and, if we assume such to be the case in Bengal, it follows there is required 12 lbs. of salt plus 5 for the consumption of a family; which, even at the wholesale price of 1*d.* per lb., and estimating a man's wages at the absurd rate of 3 rupees per month, would necessitate the surrender of one-fourteenth of a Hindoo's entire earnings, or, in other words, operate as an income-tax of about 7 instead of 1½ per cent.

7080. Does not that paper state the Government selling price, not the retail price?—It does; but it then goes on to argue upon this wholesale price, that it only presses 1½ per cent. upon the labourer's wages. It goes on to say that "the pressure of the salt tax on the labourer cannot be regarded as severe." It is a most unfair way of arguing, to take the wholesale price of an article, and then to imagine that the consumer gets it at the wholesale price, or anything like it.

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7123. You have been asked a question respecting the revenue, and what effect would be produced on the revenue if the Government of India ceased to manufacture salt; you have stated that, the duty remaining the same, there would not be much alteration. Can you give any estimate, or have you any proof to show what amount of smuggling of salt takes place in Bengal?—I have a statement which, if the Committee will allow me, I will submit to them upon the subject; this is a statement, first, showing the net consumption of salt per head, and next, the net revenue derived from salt per head. The amount of population, and the amount of revenue I obtained from Sir Charles Trevelyan. In the year 1793–94, the population of the districts under the salt monopoly was estimated at 24,000,000, and the net revenue derived was 806,781*l.*, showing a net revenue of 8*d.* per head. The amount of salt consumed in that year was 286,054,440 lbs., giving a relative consumption of 12 lbs. per head. In the year 1850–51, the net revenue per head had declined to 5¼*d.*, and the amount of consumption to 9¼ lbs. I submit to the Committee that, in the face of those facts of the revenue having declined from 8*d.* to 5¼*d.*, and the consumption from 12 lbs. to 9¼ lbs., upon that first necessary of life, there can be no doubt, as the general condition of the people of India has very much improved, especially in these districts, the amount of salt which has been smuggled has been increased in a very great proportion. If we take the amount of consumption at 12 lbs, per head, the amount of salt which is smuggled would then be very nearly 100 per cent. more than the amount which at present pays duty to the Company, or passes through their hands.

7124. Are you aware that the present consumption is 13 lbs. a head?—You are estimating the total consumption of Bengal, Bombay, and Madras taken together.

7125. In Bengal, the North-Western Provinces, Madras and Bombay combined, taking the whole amount of salt consumed and the population, you will find that the result gives a consumption of salt of 13 lbs. a head?—Yes, but if you take Bengal by itself, separating it from the other parts, where the monopoly does not extend, you will find it is only 9¼ lbs.; putting it altogether, it is, as the Honourable Baronet has stated, but that is by mixing up the other Presidencies with Bengal.

7126. What would you propose to do as regards the duty, if an end were put to the manufacture of salt in Bengal, in order to prevent the revenue suffering?—Were the duty lowered to such a point that it would not pay the expense and risk which the smuggler incurs,

I consider the revenue would not be injured but might be benefited, and that a far larger amount of salt would come into consumption in India.

7127. Have you any means of estimating what is the pivot point of smuggling, that is, the amount of duty which would render it not worth the while of smugglers to evade the tax?—I consider that were the duty reduced to 1 rupee a maund, or about 2*l.* 14*s.* a ton on importation, that would be sufficient.

7128. That would put an end to the smuggling which now exists?—I consider it would.

7129. And it would give a great relief to the population, and enable them to increase their consumption?—Most unquestionably.

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7131. If the duty were reduced to 1 rupee a maund, do you consider that that would be perfectly satisfactory to the manufacturers of salt in England?—I consider that the reduction of the duty from 2½ rupees to 1 rupee a maund, would open out nearly an illimitable market for British salt. The superior quality of British salt, I consider, would nearly command the entire market in India.

7132. Looking at the proportion which you believe now to be smuggled, the revenue of India you think would not suffer by the change?—Decidedly not, in my opinion. If the Committee will allow me, I wish to state that the number of inhabitants of the districts subject to the Bengal monopoly, is 53,467,000; the number in the districts supplied with salt is, 33,000,000; and the number in the tributary States is 28,000,000, making altogether about 115,000,000. If we calculate the consumption at 12 lbs. a head, and the duty at 1 rupee per maund, there would be a revenue of no less than 16,966,000 rupees, or about 350,000*l.* more than is at present derived.

7133. The remedy you recommend is a reduction of duty, by which relief would be given to the population of India, and by which the revenue also would be increased?—Yes. The best proof of the correctness of what I have stated I find in this, that every reduction of the duty on salt, which the East India Company have made, has been met by a corresponding increase in the revenue. During the seven years commencing with 1837–38, and ending with 1843–44, the duty on salt was 3 rupees 4 annas per maund. The annual average quantity of salt sold and imported during that period was 4,627,030 maunds. In November, 1844, the duty was reduced to 3 rupees per maund, and the annual average sale increased to 4,966,917 maunds. In April, 1847, the duty was further reduced to 2 rupees 12 annas per maund, and the annual sale amounted to 5,452,909 maunds. In April 1849, the duty was again reduced to 2 rupees 8 annas per maund. The report goes on to say, "It would appear that no further reduction can, for the present, be expected, consistently with the maintenance of the revenue, the last reduction in 1849 having led to no further increase of consumption." Now, I submit, that from the year 1849–50, there has not been sufficient time allowed to see the benefit of the reduction last made.

Extracts from the Evidence of W. Worthington, Esq., Proprietor of Rock Salt Mines and Works in Cheshire.

7168. Do you suppose that the high duty now levied upon salt in India interferes much with the consumption of British salt in that country?—I am of opinion that it does; and I believe, that if the Government were to reduce it to one-half its present amount, there would not be very much deficiency in the revenue.

7169. Do you wish to convey to the Committee any information as to the opinion of the Governor of Bengal in 1847, on the effect of a reduction of duty?—I have in my hand a copy of a despatch signed by F. J. Halliday, the Secretary to the Bengal Government, and sent to Sir John Hobhouse, dated April, 1847, in which he states: "Under these circumstances, the Deputy-Governor would submit to the consideration of the Supreme Government, the propriety of making another reduction in the duty, to the extent of 4 annas a maund. Of the great expediency of diminishing the duty upon this important necessary of life, and the vast benefit which would accrue to the people from the imposition of a more moderate tax than the present, it is not now his Honour's part to speak; these have been admitted on all hands; and the principle is established, that, so far as financial exigencies will allow, the duty ought to be gradually reduced, until it shall come to bear a much smaller proportion than at present to the value of the article taxed. That the people in the interior still buy their salt, at a price which presses hardly on their means, and that no small portion of the community obtain no salt at all, but are obliged to substitute for it adulterated and often deleterious articles, are, unfortunately, notorious facts; and for the remedy of these evils, as well as for the discouragement of smuggling, and its numberless consequent mischiefs, the Government will not cease to exert itself, as far as its circumstances may at any time permit. That reduction of duty must ultimately, and at no distant period, cause a largely increased consumption, cannot be doubted by any persons acquainted with the actual condition of the people; and it is indeed proved by the result of the last reduction, which, in the first complete year after it took place, has been followed by an increase of consumption so considerable, as nearly to bring up the revenue to the highest average of many years past; and since it has been shown that, taking into account the decrease of the expense in the department, the Government has, on the whole, gained, rather than lost, ground, in respect to salt revenue during the year in question, and the prospective diminutions of expense, are such as to secure the Government against loss for some years yet to come, even on the supposition of a further reduction of duty, the

Deputy-Governor is most anxious that the opportunity may be taken to make that further reduction at once; so that the coming clearances, which, owing to the falling-off in imports now to be expected, are certain to be larger than usual, may be encouraged to the utmost possible extent, and the present large, wasting, and expensive stocks taken off without delay." With regard to the reduction of duty increasing the demand, I can state what was the effect in this country. I have in my hand the following official statement from the excise, of the quantity of salt charged with duty in England in the undermentioned periods, viz. :—

AN ACCOUNT of the Quantities of Salt charged with Duty in England in the undermentioned Periods.

Years.	Number of Bushels for Home Consumption.	Years.	Number of Bushels for Home Consumption.
	At 10*s.*		At 15*s.*
1800	1,878,013	1810	1,999,487
1801	1,822,988		
1802	1,863,398	1817	1,967,654
1803	1,996,259	1818	1,948,683
1804	2,065,728	1819	1,892,879
		1820	1,980,412
	At 10*s.*	1821	1,983,157
	1,440,940		
1805			At 15*s.*
	At 15*s.*		1,609,512
	510,663	1822	
			At 2*s.*
	At 15*s.*		313,256
1806	1,910,454		
1807	1,912,500		At 2*s.*
1808	1,906,704	1823	2,840,708
1809	1,965,161	1824	2,011,862

It begins with the year 1800, the duty continues at 10*s.* per bushel, with a gradually increasing consumption, amounting in the last year of the 10*s.* duty to 2,065,728 bushels. The duty was then raised to 15*s.*, when it declined to 1,910,454, and never afterwards, during the next 17 years, amounted to the same quantity as in 1804, the last year of the 10*s.* duty, though, during that period, the population must have doubled.

Appendix H.—No. 8.

Extract from Tucker's Review of the financial situation of the East India Company in 1824, page 57.

But, although I have endeavoured to justify the principle of the tax, or rather the necessity which exists in India for levying the public contributions from articles of general consumption, I am very far from justifying its immoderate extension. Our object ought to be to draw our present income from a larger quantity; for it is unquestionable that the people do not consume as much salt as they desire to use, and we certainly have it in our power to place the article more within their reach, and to afford them a more liberal measure of indulgence.

Appendix H.—No. 9.

Extracts of a Letter from the Court of Directors, dated February 23, 1831.

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7. The correspondence of the Board is chiefly employed in establishing certain opinions, which form the basis of the plan which they would recommend for the future administration of this branch of the revenue.

8. We shall first advert to a position of theirs which they had urged on a former occasion, viz.: that the population supplied with salt from the Calcutta sales, consume as much as they have occasion for, and would not increase their consumption if the price were

reduced. We offered some remarks on this supposition in our despatch in this department, dated the 4th of November, 1829, to which we have not yet received your answer, and to which we again direct your attention.

9. It is stated in support of this opinion in the correspondence before us, that 6 seers of salt is the annual consumption of one man, and that, according to the most probable estimate of the number of inhabitants, this quantity is actually supplied to each. This, however, does not appear to us to be sufficient. The Board may know that six seers only are consumed at the present price, but we distrust their inference that more would not be consumed at a lower price.

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11. We admit, however, that doubt may be entertained whether reduction of price would be accompanied by a proportional increase of consumption. This can be determined only by experiment, and we agree that the experiment ought to be made cautiously, by slight alterations at a time, either by a small reduction of the price, if the stores are opened at a fixed price, or by a small addition to the quantity sold, if the plan of periodical sales is persevered in; at the same time we are decidedly of opinion, that for so important an object as cheapening to the population so material an article of consumption, a risk of some temporary diminution of revenue might not improperly be incurred.

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16. The Board give it as their opinion, that the tax on salt as now paid by the public is little felt—inferences of this sort, however, should be very cautiously admitted—the sum paid by each individual is indeed inconsiderable, but when we compare it with the small amount of the earnings of a poor ryot, the proportion does not appear to be small.

Appendix H.—No. 10.

Extracts from a Report prepared by the Chairman of the Select Committee of the House of Commons, appointed to Inquire into the supply of Salt for British India in 1836, but not adopted or officially published.

The defenders of the monopoly have attempted to show, that it is a fallacy to suppose, that there would be any increase in the consumption of salt in our Indian territories, however much its price might be reduced.

It is asserted, that when a poor family is already in possession of a sufficiency of salt for their domestic use, no reduction in the price could induce them to consume a greater quantity. This is admitted. But the whole of the argument is founded upon the assumption, that the people of India are actually in the enjoyment of that full proportion of this article, which the quality of their food and their habits demand.

That this is not the case, must be inferred from the evidence which has already been adduced, and from that which was laid before the Committee of 1832.

That six seers, or 12 lbs. of salt per head, throughout the population, is a scanty and insufficient allowance, may be inferred from the circumstance, of nearly double that quantity being allowed to each convict in our Australian settlements, nor does any diminution appear to take place, except when they are supplied with salt meat.

That salt, like every other commodity in general use among the poorer classes, will be always consumed in proportion to its cheapness, is a truth, which, though strongly denied by the advocates of the monopoly, has been demonstrated by general experience and by our particular inquiry.

It is not meant to deny, that this use may have its limit, but there is no reason to think that the consumption has reached this limit in India, or that much more would not be consumed if it were more easy of attainment.

The improbability of an increase of consumption is further enforced, by a reference to the case of an English labourer before, and after, the reduction of the salt tax in this country.

It must, indeed, be admitted, that the vast increase in the consumption of salt in England has been principally occasioned by its application in the arts and manufactures, a purpose to which, it is presumed, it would not speedily be applied in India; but nevertheless, there can be little doubt, with those who are acquainted with the habits of the poorer classes in this country, that the difference of price consequent upon the repeal of the duty, did very materially affect the quantity used by the labourer for his daily consumption.

But even were this increase as inconsiderable as assumed, in a country where the bread, the bacon, the cheese, and the butter, which form so large a portion of the daily food of the English labourer, are already strongly impregnated with salt, and where only a small addition was to be looked for in his table consumption, the same rule would by no means apply in estimating either the actual quantity required, or the increase of consumption to be expected among a people living wholly upon rice and other vegetable food, to render which wholesome, or even palatable, salt in considerable quantities, or other ingredients dressed with salt,

are absolutely required. There is every reason then, to believe that the increase in the consumption of salt would be much greater in India than it has been in England, were the price proportionately reduced.

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But it has been demonstrated by the experience of modern times, that the only way by which a Government can hope to annihilate, or materially to control, the operations of the smuggler, is by lowering the duties.

A reduction of the tax to two rupees, as well on imported salt, as on that manufactured in the country, would go further to check the illicit traffic than any preventive system, however well contrived; and, while it gave the people a greater command over this simple luxury, would probably produce an equal, if not a greater amount of revenue than the present system.

Appendix H.—No. 11.

Extract, paragraph 12, of a Letter dated March 25, 1847, from the Government of Bengal to the Government of India, relating to the Reduction of Duty on Bengal Salt.

12. Under these circumstances, the Deputy-Governor would submit to the consideration of the Supreme Government the propriety of making another reduction in the duty, to the extent of 4 annas a maund. Of the great expediency of diminishing the duty upon this important necessary of life, and the vast benefit which would accrue to the people from the imposition of a more moderate tax than the present, it is not now his Honour's part to speak; these have been admitted on all hands; and the principle is established, that so far as financial exigencies will allow, the duty ought to be gradually reduced, until it shall come to bear a much smaller proportion than at present to the value of the article taxed. That the people in the interior still buy their salt at a price which presses hardly on their means, and that no small proportion of the community obtain no salt at all, but are obliged to substitute for it adulterated, and often deleterious, articles, are, unfortunately, notorious facts; and for the remedy of these evils, as well as for the discouragement of smuggling and its numberless consequent mischiefs, the Government will not cease to exert itself as far as its circumstances may at any time permit. That reduction of duty must ultimately, and at no distant period, cause a largely-increased consumption, cannot be doubted by any persons acquainted with the actual condition of the people; and it is indeed proved by the result of the last reduction, which in the first complete year after it took place has been followed by an increase of consumption so considerable as nearly to bring up the revenue to the highest average of many years past. And since it has been shown that, taking into account the decrease of expense in the department, the Government has, on the whole, gained, rather than, lost ground, in respect to salt revenue, during the year in question, and the prospective diminutions of expense are such as to secure the Government against loss for some years yet to come, even on the supposition of a further reduction of duty, the Deputy-Governor is most anxious that the opportunity may be taken to make that further reduction at once, so that the coming clearances, which, owing to the falling off in imports now to be expected, are certain to be larger than usual, may be encouraged to the utmost possible extent, and the present large, wasting, and expensive stocks taken off without delay.

APPENDIX J.

A Collection of Papers containing Evidence and Opinions in favour of the Tax, and against a Reduced Rate of Duty.

Parliamentary Papers.

In favour of the Tax.

No. 1.—Extract from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company in the year 1832.

Extract from the Evidence of James Mill, Esq.

No. 2.—Extract from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to Inquire into the supply of Salt for British India in 1836.

Extract from the Evidence of Sir Francis Doyle.

No. 3.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories in 1853.

Extract from the Evidence of R. M. Bird, Esq.
Extracts from the Evidence of T. J. Turner, Esq.
Extracts from the Evidence of F. J. Halliday, Esq.

Against a Reduced Rate of Duty.

No. 4.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to Inquire into the supply of Salt for British India in 1836.

Extracts from the Evidence of Thomas Love Peacock, Esq.
Extracts from the Evidence of Sir Francis Doyle.

No. 5.—Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to Inquire into the supply of Salt for British India in 1836.

Extracts from a Letter from the Salt Board to Government, dated January 26, 1832. Appendix No. 2, Page 1.

No. 6.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories in 1853.

Extract from the Evidence of T. J. Turner, Esq.
Extracts from the Evidence of F. J. Halliday, Esq.
Extracts from the Evidence of F. W. Prideaux, Esq.
Extract from the Evidence of T. L. Peacock, Esq.

Other Papers.

In favour of the Tax.

No. 7.—Extract from Tucker's Review of the Financial Situation of the East India Company in 1824, pages 50 to 52.

Appendix J.—No. 1.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons on the Affairs of the East India Company in the year 1832. Vol. VI, Report and Evidence, Part III, Revenue.

Extract from the Evidence of James Mill, Esq.

3009. If it was thought desirable altogether to abandon a duty on salt in the East India Company's dominions, and at the same time to raise an equal amount of revenue, could you point out any mode of raising it which would be less inconvenient or less onerous to the people?—I know of no substitute for the tax on salt which would be so little onerous to the people.

Appendix J.—No. 2.

Extract from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to Inquire into the supply of Salt for British India in 1836.

Extract from the Evidence of Sir Francis Doyle, Chairman of the Board of Excise.

1330. On fiscal grounds alone you believe salt is a good subject of taxation?—Undoubtedly; it is very easily collected, and is not much exposed to fraud, and being very extensively used, being used by every individual, it, of course, amounts in the aggregate to a large sum, although the burthen to the individual is very light. I should say, confining myself merely to the fiscal view of the case, it is a fit subject of duty, and it has always been in all countries, from time immemorial, a subject of duty; but it certainly was a very enormous rate of duty upon the original cost of the article here.

Appendix J.—No. 3.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories in 1853.

Extracts from the Evidence of R. M. Bird, Esq., First Member Sudder Board of Revenue, N. W. Provinces.

5659. Supposing the salt-tax were done away with, and the same revenue were required to be made up in some other way, is there any tax that you can suggest that might be substituted for it, that would be less obnoxious?—I do not know of any increased tax that could be put upon Indian produce that would not increase the annoyances to which they would be subjected; we have to deal with an unscrupulous people. The habits of the officers of Government for centuries have always been to plunder for themselves more than they collected for the Government, and that was the reason why we got rid of all the town duties; the duties levied at the gates of towns and all internal transit duties, and all those things; because it was found that the people paid twice or three times as much as the Government got by them; therefore the whole of those have been given up altogether. We have nothing now but those great articles of taxation, the frontier duties and the land tax, and the opium. I consider the salt as one of the frontier duties.

Extracts from the Evidence of T. J. Turner, Esq., Senior Member Sudder Board of Revenue, N. W. Provinces.

5806. Has it ever occurred to you whether, supposing that tax to be considered arbitrary and injudicious, there is any other tax that could replace it?—I know of none; I do not think there is any that could replace it.

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5831. Is there any tax which you think might be substituted for the salt-tax, and which would be less obnoxious to the people?—None whatever.

Extracts from the Evidence of F. J. Halliday, Esq., Secretary to the Government of India, Home Department.

5405. With respect to the other sources of revenue in Bengal, take for example the salt revenue; is the rate at which it is levied considered burdensome to the population of Bengal?—I do not think it is burdensome in the sense of the population generally complaining of it. They have been long used to it, and they are very patient of taxation which they have been used to, though they are very impatient of novelties of that kind. Of course the tax levied on salt by the Government is a very considerable addition to the price which the people have to pay for their salt, and so far it must be considered as a grievance to them.

5406. The real question which arises of course is, whether, supposing the same amount of revenue must be raised, there could be any other taxes imposed less burdensome to the population of Bengal than those which are now levied?—I am not able to suggest any of which they would be likely to complain so little as they do now of the salt-tax.

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7608. Do you think there is any possibility of providing a substitute for the revenue derived from salt?—I see no way of doing it.

7609. It has been suggested to the Committee that the revenue might be increased by an increased duty on imports?—The imports are very largely from England. If the English people think fit, I dare say it would be a very good thing for India, and very practicable.

7610. Is there any other source of revenue which you can suggest?—I am not aware of any other great source of revenue sufficient to speak of as a substitute for the present salt revenue.

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7647. Supposing that 1,250,000*l.* sterling may be taken as the salt revenue of all India, what additional rate of customs duties upon imports generally would be necessary to make up the difference?—That requires a calculation which I am not competent to go into at the moment.

7648. What is the average per centage of customs' duties in different parts of India?—Probably 5 per cent.

7649. Are you aware of the gross receipts of customs of all India?—I think they amount to about 2,000,000*l.*, speaking from memory.

7650. Are you of opinion that an additional 5 per cent. might advantageously be levied upon imports, in case it should be considered advisable to abolish the duties on salt altogether, and to find a substitute in an import duty?—I have said, speaking from an Indian point of view, that I think it would be advantageous; speaking from an English point of view, I doubt whether it would be considered so.

Appendix J.—No. 4.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons appointed to Inquire into the Supply of Salt from British India in 1836.

Extracts from the Evidence of Thomas Love Peacock, Esq., Assistant Examiner of Correspondence, India House.

955. Do you not conceive if salt was supplied at a cheaper rate there would be a much larger consumption by the population of India?—I should think that no man will eat an additional quantity of salt if it is supplied to him in ever so great an abundance: he will consume what is necessary for him, and no more. If a poor man does not consume as much as a rich man, it shows it is too dear; but the report of the Board of Customs goes to the contrary; it shows that the consumption of the poor man is as great as that of the rich man.

956. Though there is no decided evidence upon that point, is it not notorious to persons acquainted with the habits of the poor people of England, that much more salt is consumed in this country now than when the price was so much higher?—In the first place, in this country there is a great deal used in salting pigs; that is not done in India; and a great deal is given to sheep and cows.

957. I restrict the question to the use of an agricultural labourer's family?—I should think, during the high price of salt, the labourer's family did not get so much alimentary salt as they wanted; I believe that they consume more than they did. I have asked several labourers in my own neighbourhood, without letting them know why I asked it, and I found that they think their present consumption greater than in the time of the high duty; but it must be remembered that was 60 to 1.

958. If that is the case in England, where the great part of the provisions that the people buy, such as bread, bacon, butter, cheese, and other articles, are already impregnated with salt, how much more must that be the case in a country where the population subsist chiefly upon rice and other vegetables, which require some condiment to make them palatable?—That is a point that is not quite clear to me. I have asked the same question of the same parties, whether they thought fresh meat or vegetables required most salt; and they have said, fresh meat.

959. But fresh meat or vegetables, be it the one or the other, would require a greater quantity of salt than bacon and cheese, which have salt in them?—Yes; but then the question is, what is the consumption of salt among the people of England; the question went to this, whether the people of England consumed more alimentary salt than they did under the high duty. I believe they do; but it does not follow that they consume 12 lbs., which is allowed by the Board of Customs to those who consume vegetables alone.

960. The question was, whether you did not think that they would consume more salt than they do now?—I think they would; people in general eat very little salt; but if they get it very cheap, they will waste it.

961. You do not entirely adopt the reasoning in a letter from the secretary to the Board of Customs, that if salt was rendered cheaper by any means, no increased consumption would ensue?—I do not adopt that reasoning to the full extent; but I do not think the increase would be considerable, unless their estimates of the population, which appear to be correct, are fallacious. I should adopt a medium opinion between those who think there will be no increase of the consumption, and those who think there will be a great increase.

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974. Do you conceive that the salt-tax paid by the Bengal labourer bears the same proportion to his wages that the taxes paid by the English labourer bear to his wages?—I think the English labourer's taxes bear a greater proportion to his wages.

975. Do you know anything of the wages of labour in the interior of India?—I do not, any more than is stated in the papers. I believe that the amount of taxes paid out of the wages of the English labourer is greater in proportion to the amount of his wages than the tax paid to the Indian Government by the Bengal labourer.

976. Are those taxes paid out of the necessaries of life, or out of the luxuries?—Almost all the taxes that fall upon the labourers are out of the necessaries of life; many taxes have been taken off of late years; the taxes are taken off soap, leather, and candles; formerly there was scarcely anything that was not the subject of taxation to the poor man in England.

Extracts from the Evidence of Sir Francis Doyle, Chairman of the Board of Excise.

1331. What was the duty on salt?—Fifteen shillings a bushel.

1332. Do you think that if there had been a lower rate of duty upon it, it would have been more productive to the revenue?—I do not think it would; it is an article which a great number of persons make use of, and I do not think a smaller duty would raise a

larger sum. I do not mean to say that to diminish the duty considerably from 15*s.* would not increase the consumption to a great degree, but not in proportion to the amount of the duty.

1333. Confining yourself to the question of culinary consumption, are you of opinion that the article of salt is one of the best articles as to which the diminution of duty is likely considerably to increase the consumption?—I have no doubt it would increase the consumption to a certain degree, but it would not increase it in proportion to the loss of revenue.

1334.—When there has been a deficiency of the supply, the lowering of the price would increase the consumption?—Yes; it is an article of which every body uses a certain portion, but they do not increase that portion much if they get it cheaper.

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1336. If the duty was so high as to produce smuggling, of course the reduction of it would be an advantage to the revenue?—Yes.

Appendix J.—No. 5.

Extract from the Appendix to the Report of the Select Committee of the House of Commons, appointed to Inquire into the Supply of Salt for British India in 1836.

Extracts from a Letter from the Salt Board to Government, dated January 26, 1832. Appendix, No. 2, page 1.

2. We commence with the Court's letter in the order in which it is written, and first, with reference to the observations contained in the paragraph quoted in the margin,* we must beg permission to repeat our opinion that six seers of salt, on an average for each person, is a liberal supply for the consumption of the people in our Bengal provinces, limited as that is to a mere alimentary consumption, for it is well known that in the arts little salt, if any, is employed by the natives of India.

3. We hoped in former e Rports,especially in that oft he 9th of July, 1829, to have made our reasons for adopting the above opinion sufficiently intelligible; but we are led to apprehend from their not being met by anything beyond a bare expression of dissent on the part of the Court, that we have not been explicit enough, or entered into sufficient detail on a point, upon the right understanding of which, it appears to us, the whole question depends. We are most anxious to place this subject in a proper light, and we have the less difficulty in recurring to our arguments on it, because the more we have considered the question, the more fortified have we become in believing those views to be accurate which we never hastily adopted, and which are now, to the best of our judgment, confirmed by a mass of facts and information, such as we confess ourselves quite unable to discredit.

4. In a case like the present, it is perhaps allowable to appeal to personal recollections, and we will venture so to appeal in perfect confidence that those recollections will bear out our own impressions.

5. Most people, then, can remember the enormous tax on salt consumed in Great Britain during the wars which arose out of the French Revolution, yet we would challenge the recollection of any individual to recal an instance where, in a family of easy circumstances, any particular precaution was adopted to prevent the consumption of alimentary salt—we trust that the nature of the subject under consideration, will be admitted as an apology for our entering into details of so familiar a description, but they are so applicable to the argument that we should not feel justified in omitting them, and so long as they bear upon, and tend to throw light on, an important question, we hope the use of the illustrations will be excused if their adaptation to the subject is conceded—we will therefore request it to be kept in mind, that at the very period to which we have adverted above, alimentary salt was as

* Paragraphs 8, 9, and 10 of Court's Letter, dated February 23, 1831.

Paragraph 8. "We shall first advert to a position of theirs, which they have urged on a former occasion, viz., that the population supplied with salt from the Calcutta sales, consume as much as they have occasion for, and would not increase their consumption if the price were reduced. We offered some remarks on this supposition in our despatch in this department, dated November 4, 1829, to which we have not yet received your answer, and to which we again direct your attention.

9. "It is stated in support of this opinion in the correspondence before us, that six seers of salt is the annual consumption of one man, and that, according to the most probable estimate of the number of inhabitants, this quantity is actually supplied to each. This, however, does not appear to us to be sufficient. The Board may know that six seers only are consumed at the present price, but we distrust their inference that more would not be consumed at a lower price.

10. "As little satisfactory is their reference to the annual returns of Golah clearances to show that the increase of supply has kept pace with the increase of population. This has no tendency to prove that at every one of those dates, the same population would not have taken off a greater quantity at a smaller price."

freely used by the servant as by his master in a family circumstanced as we have assumed, and that it was employed without any particular restriction in the most common purposes of domestic economy.

6. These are facts which must be more or less in every person's remembrance, and to an observer at the time, the inference would have been that even in a family of ordinary respectability, the salt-tax, however heavy in theory and however inimical to the arts in which the article is used, was not so severely felt as practically to limit the consumption in such a family, of that necessary article.

7. If in such a family this was really the case, it would be quite impossible that an opulent household* should not consume any quantity of salt which might be necessary.

8. If the inquiry were conducted further, and it was found that the average consumption of salt in the household of the moderately wealthy family, was twenty pounds per head annually, and that the consumption in the opulent family, also gave a rate of twenty pounds per head per annum and no more, the inquirer would perhaps be justified in assuming that the individuals of the two households could not consume more even if salt bore no duty whatever; if on the other hand, it was found that the wealthy household consumed twenty pounds per head per annum, and the less wealthy only sixteen pounds, then it might fairly be inferred that the heavy taxation of an article, in itself one of the cheapest of productions, contributed to occasion the difference in the two rates.

9. We beg it may be borne in mind that we advert only to the human consumption of salt for alimentary purposes; and adverting to that *alone*, we may perhaps be permitted to doubt whether any tax short of one so enormous that it would never enter into the imagination of a financier to impose it, would materially affect the quantity consumed, or the comforts of the consumers. The expense entailed, even by the largest individual consumption, is very small, and it is incurred in almost imperceptible portions. Where the arts or agriculture are concerned, the question we submit assumes an entirely new aspect. To those who use vast quantities of salt, who are consequently obliged to make a great outlay for which there are frequently no immediate returns, the price of the article, and the duty it bears, become of course serious considerations; nor is it the probability that the tax will ultimately fall on the consumer of the article produced, which can reconcile great dealers, who buy salt not to retail it, but to use it in the arts or in agriculture, to the heavy investment of capital which may, after all, be unproductive. Where then the arts and manufactures of a country, the curing of salt provisions, agriculture, or other causes, demand the employment of salt in immense quantities, a heavy impost must necessarily be felt as a grievance, and will indisputably diminish consumption, or largely encourage an evasion of the duties; but where there is no consumption of salt, except as a condiment, and *that* consumption is limited by religions feelings and observances, we would respectfully submit our doubts whether the poorest individual would materially feel any reduction in the price of,† or in the impost on salt, so long as neither were so exorbitant as to place the article altogether beyond his reach.

10. This, we contend, is not the case in Bengal, and we think that our opinion is proved by the golah clearances or consumption, a consumption which need only be divided by the number of inhabitants according to official returns already quoted, to show that each person actually consumes as much as he could use, or in other words as much as the books of an extremely wealthy family show to be consumed by the wealthiest class in the country, which, on the principle of our illustration in the 8th paragraph, is, of course, as much as they desire.

11. Our inquiries, the result of which we have already had the honour to submit, substantiated the fact that, in the household of a great native landholder, with an income not short of 2 lacs of rupess per annum, the average consumption of each individual was six seers of salt per annum. It would be a mere waste of time to employ any further arguments to prove that to such an individual, either in England or in India, it could be of very little importance whether his household expended 1 rupee's worth of salt each per annum, or 15, or 13 annas worth. It cannot for a moment be doubted that they consumed as much as they desired.

12. If on leaving this class of society, we had discovered that as we descended in the scale, or in other words, as we inquired amongst humble and poor individuals, we had found their consumption of salt decrease in proportion to their poverty, we could then only have assumed that such persons did not obtain as much of the article as was requisite to their comfort, and the natural inference would have been that the price, combined with the impost, placed it beyond their reach. But our inquiries amongst this last mentioned class did not elicit this fact, on the contrary, although the average rate of consumption, as shown by the table submitted with our letter of the 9th of July, 1829, was under the rate we have always stated, less than, or six seers per annum, still we found that in some cases the taste of individuals led them to the use of rather more than that quantity, nor did their condition, though in the most humble class of menial servants and artisans, appear at all to that limit, their means for indulging their taste—in short, as we have observed, the average consumption of the lowest class, to whom the price of salt might be an object, if the monopoly were so burthensome as its adversaries assume, was proved to be as great as that of the highest class, to whom the price could *not* possibly be any object of a moment's consideration, even if the

* Say a family with an income of from fifteen to twenty thousand pounds per annum.

† They would be gainers of course to the amount of the tax, but that amount, we contend, is so trifling, that it must be an object of no consideration to any individual.

cost of the article and the impost were both quintupled—for let us again inquire of what importance could it be to an English gentleman, with a liberal fortune, whether salt was one shilling or ten shillings a bushel, when the fiftieth part of one day's income would supply his entire household with that article for six months? Surely, if it was ascertained, from an extensive and indiscriminate inquiry, that every English artisan purchased, on an average, as much bread and as much meat daily as is consumed by the wealthiest merchant who employs him, it could not be argued that the prices of bread and meat, whether natural or enhanced by taxation, placed those articles beyond the reach of English artisans. Still, it may be said that they would consume more if those articles were cheaper, and this is the point which we have next to consider.

13. With respect to the two necessaries of life we have mentioned, we doubt whether, in the case supposed, the consumption would at all increase if mankind was content with as much as nature rendered requisite for health and comfort; but bread, at least flour, and meat may be prepared in a hundred luxurious modifications, and extreme cheapness in those articles would probably lead the poor not merely to supply their wants, but to pamper their appetites. With salt, we submit, the case is widely different; it is a condiment the excessive use of which is not only the reverse of an improvement in culinary preparations, but positively renders the food in which it is so used uneatable—no decrease in the price of salt would induce an individual to cast an ounce into a prepared dish, or to use an ounce on his plate, if we may be permitted such illustrations, when a drachm would be sufficient to give the desired flavour in either case, and when two drachms would not only destroy that flavour, but make the food nauseous.

14. Still it appears to be argued that, at the present price of salt in Bengal, the people cannot get enough to *give* that desired flavour to their food—in other words that they would take more if it was cheaper. But this brings the question to that point where we submit it is completely disposed of by the fact that the rich, or those who *can*, and who will, use the quantity of salt requisite to their full gratification, consume no more than we find by actual inquiry (as well as by the golah clearances compared with the population) to be the average annual consumption per head for the whole people, viz., rather less than 6 seers per annum. To the rich, salt, for the mere purpose of alimentary consumption must, we submit, be the cheapest of all culinary articles even when subjected to the highest rate of impost ever yet laid on in any country; and wherever, as in Bengal, every man uses the same quantity of that article which he would use if possessed of great wealth, we cannot persuade ourselves that any decrease in the price at which such a consumption is effected, would materially add to that consumption, always begging it to be remembered that by *that* term we intend to signify the quantity used by each individual with his food.

15. We would again inquire why should it? Each poor man now consumes as much as the wealthiest; this is no assumption; we have laid before your Honorable Board the results of the inquiries on which we found our assertion. To give him salt for nothing, would doubtless enable him to spend in other things the anna per mensem which he before spent in salt, and whether the tax should be given up altogether, or not, is a matter of purely financial consideration; but if it was wholly repealed, still it seems to us that it would not enable an individual to eat with his daily food one-half scruple more than he eats at present, or than is eaten at present by persons to whom it is of no moment whether they pay a few rupees a year for the salt they consume, or only a few annas.

16. While we feel ourselves constrained to hold the opinion we have expressed, we are prepared to admit that our views would be materially modified, if once we perceived any disposition to employ the article in question in large quantities for agricultural purposes, and in the arts. We cannot but feel that in such a case, the impost on the article might be detrimental to undertakings in which it ought to be employed on a large scale; twenty or thirty thousand maunds of salt would be no extraordinary expenditure in many speculations where that article is extensively used, and a lac or a lac and a-half of rupees, to be invested in an uncertain adventure, might be a great obstacle to such an adventure even being attempted.

17. It is, however, sufficiently known that we have no demand for salt in this country for the purposes contemplated. Agriculture and the arts are in too rude a state to create such a consumption. In those districts where salt is made, and where it is to be purchased from the smugglers, where the monopoly is in short inoperative, and where there is consequently no impost to prevent the consumption of the article, still the people employ little, if any, even in the curing of fish. It is more congenial to their indolent habits, or it may be more in accordance with their taste, to dry the fish in the sun, or by the smoke of a wood fire. Yet, with this one exception, we are not aware of a single purpose, besides the seasoning of food at the time it is prepared for use, to which salt is likely to be turned in the rowannah provinces. No art, therefore, no manufacture, no agricultural improvement, is checked by the system under which the article is taxed.

18. We may refer to a few more facts, indicating with sufficient accuracy the limit of human consumption when salt is used only as a condiment as in our rowannah provinces. In the statement which accompanied our letter of the 9th of July, 1829, the annual consumption of the scholars of the Free School, as shown by the books of the establishment, was proved to be about 3¼ seers per head. It is hardly necessary to say that in a public establishment, where the health of the scholars is concerned, and where the strict economy of private families is rarely exercised, it is impossible that there should have been any very rigid precaution adopted to prevent the consumption to the extent of each individual's taste, of an article so cheap in comparison with any other as salt. We solicit permission indeed, again to refer to

personal recollection, and inquire whether any one remembers at an English school an injunction to the scholars to restrict themselves in the use of salt (except as far as their health might render it desirable), even when that article bore a duty of four thousand four hundred per cent. on the production price, instead of three hundred per cent. as it does here. We can have no difficulty in believing that the average quantity of food consumed by the scholars of the Free School, fully equals the average quantity consumed by the same number of individuals taken indiscriminately from the poorer class of natives; yet we find that the consumption of the scholars per head, did not much more than exceed half the quantity per head which is purchased by the people of our Bengal provinces, judging from the information we were at so much pains to procure; a fact from which we cannot but infer that the latter are not even careful to limit their purchases to the precise quantity they are capable of consuming, as would indisputably be the case if the monopoly bore upon them so heavily as its adversaries contend.

19. No artizan in England purchases two loaves when one will suffice for the consumption of his family, because the expense of bread is generally felt by the English artizan; but we will venture to say that even the poorest English artizan, short of an absolute dependant on charity, never reflected whether he could, or could not, by some management save an ounce of salt per mensem in his domestic economy. If the pupils, then, of the free school consume less than the quantity consumed by the poorest class of natives, as ascertained from actual investigation: if, again, the last-mentioned quantity is sufficient for the wants of the rich, to whom its cost is altogether immaterial, and whose consumption was also gathered from actual inquiry, then we must submit that there is every probability in favour of our assumption that that the poorest class (not including mere beggars dependant on the bounty freely given by the Hindoos) can purchase as much salt as they can possibly require without feeling the tax in the least degree an impediment to their use of the article, and that, consequently, if the tax was taken off altogether, they would not, indeed could not, consume more for alimentary purposes.

20. We have already brought to the recollection of your Board that Mr. Colebrook estimates the consumption of salt in Bengal, where "*moderately cheap*," at less than 6 seers per head; he again observes that "a consumption of 7 seers (14 lbs. per head) *exceeds all experience in India, where salt is cheapest.*" Dr. Tennant, a statistical writer of good judgment, and much research, estimates the consumption at 4½ seers per head, without at all intimating an opinion that he considered it to be limited by the dearness of the article.

21. The monopoly of salt in Bengal has been frequently compared with the gabelle, and this comparison has given rise to many of those fallacies which encumber the consideration of the subject. Indeed, in all comparisons between the salt-tax in Bengal and the impost on that article in European countries, or in the United States of America, one main error appears to have been perpetually allowed to embarrass and complicate the whole inquiry. Adverting to the gabelle particularly, it is contended by the adversaries of our Bengal tax, to which it is compared, that as the reduction in the rate of the gabelle increased the consumption per head in France, and as that consumption was larger in districts where the gabelle was more moderate, so would a reduction of the impost in Bengal be attended by an increased demand per head.

22. The whole fallacy in the above argument appears to us to lie in the terms "consumption per head." In Bengal it is to be taken solely in its literal sense, viz., the personal consumption of each individual, but used with reference to the gabelle or other imposts on salt in Europe, the term "per head" includes all the vast expenditure of salt incurred in civilised countries in the arts and in agriculture.

23. What should we suppose of a writer who asserted that in a certain parish the consumption of salt was 1,000 lbs. per diem per head, if we did not recollect that this was a mere statistical mode (rather a loose one) of stating the quantity of salt consumed in a particular parish, as compared perhaps with the consumption in another, we should of course infer that a very small fractional part of the quantity mentioned was appropriated to daily use as a condiment, and that the rest was consumed in curing fish or meat, or in some manufacture. Newfoundland probably employs more salt than the most populous county in England, yet were a writer to state that a ton of salt per head per annum was consumed at St. John's, and only 40lbs. per head per annum at Liverpool, we should betray an extraordinary degree of credulity to imagine that salt could only be procured with difficulty by an inhabitant of Liverpool, or that he would consume a ton annually with his daily food if the article was as cheap as in Newfoundland.

24. Yet this, it appears to us, has been the loose and fallacious view always adopted when the Bengal salt monopoly has been discussed by many writers who have made use of its assumed oppressiveness as an argument against the Company's Government. The statists of Europe are unable to imagine a country where the terms "consumption per head" are to be interpreted with the most rigid literality, and where even that consumption is limited by the customs of the people and by religious prejudice.

25. In France the abolition of the gabelle, in England the repeal of the salt-tax, naturally increased the consumption not perhaps 1 oz. per annum "*per head*"—if by that term we are to understand the quantity actually eaten with his daily meals by each individual, but many thousands of tons per annum in other ways.* The boldest experimental agricul-

* Under the gabelle most salt was consumed in provinces where that impost was lightest—this was natural enough, for manufactories in which it was requisite to employ large quantities of salt, would of course be attracted to those provinces by the lighter cost of the article.

turist, for instance, would pause before he covered extensive lands with salt at a guinea per bushel merely to ascertain whether salt would improve their quality; but when the repeal of the tax lowers the article to its mere production price, or about 6*d.* per bushel, he would not be esteemed rash, who might use so cheap a material experimentally, even if the experiment failed.

26. The same argument is clearly applicable to the taxation on salt in connection with the whole range of arts, and all processes in which that article is employed; but those arts and those processes must have existence in a country, or show some symptom of establishing themselves, or the argument is altogether futile, and its use can only result from ignorance or want of consideration, unless indeed it is employed, as we apprehend it to have constantly been, for the furtherance of a political object by the adversaries of the Company's Government. If the British public have long calculations placed before them, exhibiting without any explanation the simple facts that the consumption of salt in Great Britain exceeded 40lbs. per head per annum, while the consumption of India is only 12lbs. per head per annum, they naturally conclude, as the opponents of the Company's exclusive privileges calculate they will, viz., that so great a difference can only arise from the monopoly price interfering with consumption in this country; for it would be too much to expect the British public, or any other, to consider a question with a perfectly unbiassed mind, and even if they did consider it fairly, they would still, as a body, possess no data from which to seek the true explanation of the difference in the annual consumption, as compared with the population, of Bengal and Great Britain.

27. Owing to the absence of better information, we are obliged to refer to a very inaccurate work* for another fact connected with the consumption of salt by a people, exclusive of what is used in agriculture and the arts; as, however, the work in question is written by a professed enemy of the monopoly, we may perhaps use his materials, when they happen to be in favour of the principles and calculations on which it has been conducted, with some degree of confidence, as he certainly does not intend to present us with any likely to be so employed.

28. The writer to whose work we have adverted, states that the kingdom of the Netherlands† is entirely supplied with foreign salt. As it is imported free on home bottoms there is only an excise duty leviable, amounting to about 5*s.* 3*d.* per bushel, making the price of salt, duty inclusive, 6*s.* 1*d.* per bushel—all salt used in the arts and manufactures, in curing meat and the curing of fish, whether at home or abroad, as well as all refined salt exported, is duty free, and even all crude salt re-exported is subject merely to a nominal impost.

29. Thus it appears that in the kingdom of the Netherlands no salt was liable to duty but that actually consumed in domestic economy; in other words, eaten with food, or employed in its preparation, just before it is consumed. The quantity of salt on which a tax was so levied, divided by the population, shows the real, not the nominal, consumption per head; and gives to that term a signification precisely analogous to the signification of the same term as employed in our own calculations.

30. The quantity of salt on which duty was levied, according to the foregoing explanation, was 9,05,042, bushels, showing a consumption of salt for culinary purposes, or for use with food at the time of eating, of $8\frac{43}{100}$, say $8\frac{1}{2}$ lbs. per head.‡ This result is so completely opposed to the preconceived notions of the writer, and so injurious to his theory (that 12lbs. per head§ is a stinted supply to the people of Bengal) that he endeavours to account for the smallness of the Netherlands' consumption per head in any way rather than admit that it is accurately known.

31. The cost to the Netherlands' consumer of his yearly supply of salt is, including the tax, $9\frac{15}{100}d.$, for which he obtains $8\frac{1}{2}$ lbs. of the condiment,—in short, he pays little more than $\frac{3}{4}$ of a penny per month,—now, we would submit whether it is possible that the richest and best fed peasantry in Europe, as we believe those of Belgium and Holland are acknowledged to be, could ever be brought to reflect on the subject, or to afford a moment's consideration as to whether they paid three halfpence or three farthings monthly for the salt employed by them in domestic economy.

32. For our own parts, we entertain little doubt but that the consumption in the Netherlands for domestic purposes, as ascertained by the excise realized, is very nearly the true one, and only limited by the pleasure of the consumers, who, using more salted provisions‖ than are used in Bengal, thence consume a smaller quantity of salt, in other shapes, per head, than is consumed in Bengal, and we must be permitted to doubt whether the total repeal of the salt-tax in the Netherlands would at all add to the demand for salt in that country, unless indeed the excise system there is such that, as in England under the salt-tax, people pay duties, or relinquish speculations, or use smuggled salt, rather than go through the troublesome official forms, and execute the bonds requisite to secure drawbacks, or obtain remissions on salt exported, or used in arts and manufactures.

33. The work we have referred to gives a table which shows that in France under the gabelle (which impost averaged 1*s.* $11\frac{47}{100}d.$ per head) $15\frac{39}{100}$ lbs. per head was annually consumed, or to leave that inaccurate term, as applied to the consumption of a country abounding in arts and manufactures, 6,818,736 bushels were consumed by 24,800,000 people.

* A pamphlet of Mr. Crawfurd's, full of extraordinary assumptions and miscalculations respecting the salt monopoly in Bengal, though otherwise ably composed, and well suited to the purpose for which it was written.

† The pamphlet was written prior to the separation of Belgium from Holland.

‡ Mr. Crawfurd estimates the consumers at 6,000,000.

§ Six Seers.

‖ Duty free as already explained.

In the same country, under a duty which, divided by the population, averaged 1*s.* $7\frac{2}{100}$*d.* per head, 32.000,000 of people consumed 7,960,000 bushels of salt; here we perceive that while the population increased one-third, the consumption of salt only increased one-seventh, although, under the gabelle or monopoly, the article paid a duty averaging 4d. per head per annum *more* than that paid under the tax or excise.

34. Leaving the writer from whom we have quoted to explain results so much opposed to his opinions, we shall avail ourselves of another of his statements which goes far to explain our own views. "Salt in France," he observes, "for fifteen years after the destruction of the gabelle in 1791, was exempt from all impost,—this was, of course, followed by great advantages. Marshes incapable of cultivation were converted into salt-fields (marais salins), improved processes were applied to the manufacture of salt, production, of course, was greatly increased, and, consequently, increased consumption followed. The agriculturist *could now afford to supply salt as manure, and use it more liberally in feeding and fattening of cattle, and hence a great improvement in the culture of the olive, and in the rearing of stock.*"

35. We have no doubt that the above statement is essentially correct, but the writer is speaking of France, not of Bengal; neither does it appear on record that, even in France, people ate more salt at table after 1791 than before that year; they might have used salt in improving their olives, or in the thousand other branches of agriculture, but does any one who knows Bengal imagine that the natives would take the trouble to manure their rice-fields with salt even if they got it at the production cost? As for "feeding and fattening cattle," for whom are they to be fed or fattened but for a few Europeans, who pay sufficiently high for the small quantity of meat they consume to reimburse any feeder, although all the salt he used bore ten times its present price? It is well known that the wretched Bengal bullock scarcely receives from his owner that description of fodder which requires nothing but the trouble of collecting it, is it likely then that he will give to his cattle anything that costs money? In short, all the speculations we have seen respecting the consumption of salt in India, are applicable not to Bengal, but to a country five centuries in advance of any part of these provinces. People who have not yet attained a greater proficiency in husbandry than that recorded by Mr. Colebrooke are not very likely, for some years to come, to realize those speculations which assume that 200 000 tons of English shipping would* be required to transport salt to Bengal for the use of the arts and agriculture in this Presidency, if it were not for the monopoly.

* * * * * *

66. We shall proceed to offer a few observations on the 16th paragraph of the Court's letter quoted in the margin.†

67. We are unable to persuade ourselves that the poorest individual in the rowannah provinces, exclusive, of course, of such as are in all countries supported by charity, feels the salt-tax so onerous an impost as the paragraph quoted would seem to imply; neither do we perceive how the impost would be rendered more bearable by an increased supply, if, as assumed, that extension would lead to an increased consumption; for, although the salt would be cheaper, yet, if each individual's consumption increased in proportion to the fall in price, the amount of taxation on each individual would remain just as at present; the only difference would be in point of comfort to the consumer; the deduction from his gains as a labourer, for the use of the State, would continue precisely the same; in other words, the proportion which the tax would bear to his own earnings, would not be reduced by his consuming 12 seers of salt per annum at half an anna per seer, instead of 6 seers at an anna per seer.

68. We must, however, be permitted to doubt—first, whether, considered with reference to the ryot's means (the wealthier class it is not necessary to take account of in such a question), the salt tax *is* burthensome; and secondly, to submit that it is in reality less burthensome now, than at the introduction of the monopoly.

69. The salt tax is, we believe, almost the only tax which a labourer receiving a monthly, or daily, stipend cannot avoid paying, or can only avoid paying by denying himself a necessary of life; we mean that hired labourers not residing in towns,‡ and using few articles, the prices of which include custom duties—in short, the mass of the poorer class—pay very little, either directly or indirectly, towards the expenses of the State beyond their contribution through the salt tax. A man who frequents the licensed Abkars, or who purchases articles imported from Europe, or manufactured, and subject to duties in India, makes a further indirect contribution; but the *poorest* class, those we have principally to consider in discussing this question, add but little in those modes to the general revenue. The habits and customs of the people are a sufficient assurance of this. The means of fabricating the simple clothing of the poorer description of ryots are generally to be found round the village in which he resides, or the cloth he wears has only paid the light transit duty leviable on raw cotton;§ no impost is levied on the tobacco, oil, ghee, &c., which is produced and consumed on the spot;

* Another writer assumes that a supply which would require 640,000 tons of shipping for its conveyance might be profitably sent from Liverpool to Calcutta.

† 16. The Board give it as their opinion, that the tax on salt, as now paid by the people, is little felt. Inferences of this sort, however, should be very cautiously admitted. The sum paid by each individual is indeed inconsiderable but when we compare it with the small amount of the earnings of a poor ryot, the proportion does not appear to be small."

‡ And consequently not liable to the indirect operation of the town duties.

§ That is, supposing that it has passed within the limits of a Custom-house, but thousands of square miles may be traversed, in every direction, without such a necessity arising.

it is probable, indeed, that the only articles in his possession which have ever been subject to an indirect tax, are the few brass vessels which descend from father to son, and which in the shape of unwrought metal may have paid customs' duties.

70. If he is more wealthy, he of course wears the finer description of cloth, which has probably been manufactured elsewhere, and paid transit or importation duties; he uses also in his domestic economy many articles which the village cannot produce, and which have been subjected to taxation in other places, or in other shapes; but to this class the salt-tax cannot possibly be worthy of consideration. The body to which alone it is necessary for us to advert is the great mass composed in all States of the *poorest* of the people; and if we can make out that the salt-tax is not likely to be burthensome even to that class, we trust it will be conceded that it is not likely to be so to any.

71. Assuming, then, that a common labourer or cooly, receiving 3 rupees per mensem, which is about the average rate of cooly*-hire in the Lower Provinces, consumes 6 seers of salt per annum, subject to an impost of 3 rupees per maund, (which the *tax* may be said to be) or 1 anna 2 pies per seer, his contribution towards the expenses of the State is about the eighty-second part of his income, or less than one and a-half per cent. Now, we are not prepared to believe that in any part of the world a taxation of double that amount would be considered burthensome, if the payer was subject to no further impost in any shape, and we believe that the great bulk of the poorest class in the Lower Provinces are not† for the reasons already assigned.

72. It must be much the same thing to a poor man, in whatever country he resides, that a certain *proportion* of his earnings goes towards the expenses of the Government under which he lives. To say that such an one pays 5*l.* per annum in England in various taxes, and 1*l.* per annum in India, is little to the purpose, because the first impost may be more easy to bear in Great Britain than the last here; but the relative weight of taxation may, it appears to us, be fairly estimated with respect to the same class of people in any two countries, if it be calculated what *proportion* of the income of an individual of that class is taken in the shape of imposts in each country.

73. We must be permitted to doubt whether in any country with a regular Government, a lower rate of taxation exists, including all imposts direct and indirect, than 2 per cent. on the income of the payer; neither should the mode of paying the tax under consideration be lost sight of; for, conceding that it must be paid, as the impost is levied on a necessary of life, yet there is that advantage to the payer which is characteristic of all indirect taxation; he may lay in his stock of salt when the article happens to have fallen in price, or he may purchase it in the small quantities requisite for daily consumption with as many cowries as are equivalent to the thirtieth part of an anna, or in English money about the fourth part of one farthing, which we estimate to be the daily amount cost of the salt, including all charges, and the tax where that article is retailed, at a rate higher than the average price which it bears in the rowannah provinces.

74. But if we could find any reason to believe that the salt tax was burthensome to the people at large, or, we should rather say, to that class who could alone feel it onerous, we should still have abundant grounds for thinking that it has become decidedly less so since the first establishment of the monopoly on its present footing.

75. In corroboration of the correctness of this assumption, we have the honour to submit the accompanying copies of letters and statements from Land Revenue Officers in various and far divided portions of those provinces through which the monopoly extends its operations. The statements adverted to exhibit so remarkable an increase in the rate of wages since the year 1790, that if we had obtained the information from one quarter alone we should have been dubious of its accuracy; we have, however, made personal inquiries amongst intelligent native landholders and others, and their reports are entirely corroborative of the facts stated by the several Collectors.

76. While we refer generally to the fact that the rate of wages has advanced out of all proportion to the increase in the price of salt, we shall select a single instance as best calculated in our opinion to show the effect of such increase with reference to the salt-tax and its payers amongst the most humble classes of society.

77. Taking the 24 Pergunnahs then, though the rates there are by no means so favourable to our hypothesis as those exhibited by some of the statements from other Collectorships, it appears that a common cooly could earn in 1790 Sa. Rs. 24 per annum; in the same year,

* The present rate of Cooly hire in Calcutta is from 4 Rs. to 4 Rs. 8 A. per mensem.

† We do not of course advert to the land tax, the peculiar nature of which is thus characterized by the Sudder Board of Revenue in the Western Provinces, in a recent communication to our Board: —"In the opinion of the Board, the land revenue of this country cannot be likened to the imposts which are commonly called taxes in Europe, either in its effect on the property of individuals, or on the interests of persons, so far as high or low prices are concerned, who live within the range of its exaction. It forms a part of the land rent of the country which exists, of course, independently of all Government arrangements, and has, from time immemorial, or at all events from a date antecedent to the origin of any existing proprietary interest in land, belonged to the ruling authority, and if it were a question whether the State should cease to take it in future, it might not be easy to determine to whom it could, equitably and with the greatest advantage to society in general, be given. If the appropriation of a part of the land rent by the Government of the country operate at all as a tax, the Board presume it does so in opposing some impediment to the accumulation of wealth, because a revenue thus taken is almost always applied to purposes which cause it to be consumed as income; whereas, if it were left in the possession of any class of individuals, a part may be saved, and used as capital, in aid of further acquisition."

salt, (as shown by the table which we have already had the honour to submit,) was Sa. Rs. 243 : 7 : 3 per 100 maunds, or, taking the average of the five first years in the table alrea ly adverted to,* Sa. Rs. 270:8 per 100 maunds, being about Sa. Rs. 2:11:3 per maund, or 1 anna 1 pie per seer. Assuming the consumption of 6 seers per head per annum, this calculation will show the amount paid by each cooly for salt to have been a very trifling fraction more than $6\frac{1}{2}$ annas, say 7 annas per annum, being, as nearly as possible, one fifty-fifth part of his earnings during the same period.

78. In the year 1830-31, a cooly in the 24 Pergunnahs, as it would appear from the return already quoted, could earn 45 rupees in the course of a year. In the five years ending with 1830, (as will be seen by the statement which accompanied our letter of the 9th of July, 1829, and a continuation for 1829-30 forwarded herewith) the price of salt averaged 394:6:5 per 100 maunds, say in round numbers, as we have no wish to give any advantage to our own views, 400 rupees per 100 maunds, or 4 rupees per maund. Calculating with reference to this price, and still assuming the same consumption as in 1790, or 6 seers per head per annum, the cooly would in 1830 pay $9\frac{1}{2}$ annas, say 10 annas, for his supply of salt for one year; this amount is as nearly as possible one seventy-second part of his earnings.

79. Thus, in the early period of the monopoly, when established on the footing maintained since 1790, it would appear that the salt tax, or to speak with greater accuracy, the *price of salt including the tax*, absorbed 1 anna out of every 55 earned by a common cooly in the district of the 24 Pergunnahs. In the latest period, during which the same tax has been in operation, or from 1826 to 1830 inclusive, it has absorbed, including the production price of the salt, 1 anna in every 72 of the same earnings; we respectfully submit that, in the face of these facts, it is not easy to assume that the salt-tax has become *more* onerous, or that it is *more* difficult for a poor man to procure salt now than it was forty years ago. It is always to be remembered also that the production price of the salt, with all the expenses attending the manufacture and transportation of the article to the place of ultimate sale, which the ryot would have to pay, whether the monopoly existed or not, are to be deducted from the amount of actual taxation.

80. Without entering on the question of why the rate of wages has so materially increased in the Lower Provinces, we have only to refer you to the returns from the revenue authorities herewith submitted for proofs of the fact; those officers who had not the slightest idea of the object of our inquiries, and they were remote from each other, yet in every case it appears that the wages have more or less increased; but nearly in all the districts the increase has been in a much greater ratio than the enhancement in the price of salt; for while the latter has advanced in the proportion of 40 to 27, or has increased about one-third, wages have, in many of the districts, been doubled. In the 24 Pergunnahs they appear to have been nearly so. In Dacca those of a cooly are more than doubled; of a herdsman they are quadrupled; and in Backergunge they have doubled. In Sylhet they have been enhanced from 40 to 50 per cent. In other Collectorships, where the rise in wages (as at Moorshedabad†) has not been so great, part of the labourer's remuneration is given in food and clothing, the former of course including salt, so that the tax in that case is not borne by him.

81. We have another fact to advert to which appears to us worthy of consideration in conjunction with any opinion that the monopoly has become more burthensome to the people, since the period when it was resorted to for the collection of the salt tax.

82. From the records which we have had examined of one of the greatest hauths,‡ or native markets in Calcutta, it appears that many of the necessaries of life have doubled, or more than doubled, even since 1805. Common rice has risen from 12 annas to 1 rupee 8 annas per maund; wheat from 9 annas 9 pies to 1 rupee 11 annas; ghee, from 11 rupees to 20 and 25; sugar, from rupees 3 : 4 to 5 rupees; oil, from 4 to 8. Salt sold at the public sales of 1805, and at the Presidency the retail price§ is naturally but a small advance on the wholesale cost of the article, for Rs. 323 : 5 : 4 per 100 maunds, say $3\frac{1}{4}$ rupees per maund; in 1830 it sold at 410 : 6, say $4\frac{1}{10}$ rupees per maund, or about one-fourth dearer‖ than in 1805, while the other necessaries of life chiefly consumed by the poor had nearly doubled, as had the rate of wages.

83. We see no other inference to be drawn from these facts, than that the cost of salt itself would have increased in the same proportion as that of the other articles, had the price been left to find its natural level in the market, and that, consequently, the real price per maund, the tax continuing the same, would have been twice as great now as it was in 1805, instead of selling at the advance we have quoted—the further conclusion would naturally follow that this enhancement had been prevented by the market being overstocked through our anxiety to prevent the tax from being burthensome, as there is no fact better established than that a small excess of quantity operates very powerfully on price, and more especially when the excess is in an article which can be, or is, only turned to one use.

84. We do not desire the above hypothesis, viz., that the price of salt would have

* Enclosed in a letter to Government, dated July 9, 1829.

† Even at Moorshedabad the Collector states that in some parts of the district the price of labour has doubled since 1790–91.

‡ Sootanooty, in Haut Kolah.

§ There is so little expense incurred in bringing salt either from the Sulkea golahs, from Tumlook, or the 24 Pergunnahs.

‖ Assuming the tax in both cases, at three-fourths of the bazaar price of the article, and that the remaining fourth, or bazaar rate, includes all charges of manufacture, transportation, and storing, besides profit to the dealer, in short, that it is the real price exclusive of the impost.

followed the ratio of increase exhibited by other articles of ordinary consumption, to be adopted as that on the probability of which we have deliberately satisfied ourselves. Many and extended inquiries would be necessary before a definitive conclusion on the subject could be arrived at, but, in the mean time, we adduce the facts we have had the honour to submit, under a present impression that no more satisfactory inference is to be drawn from them than that which we have ventured to suggest.

* * * * * *

88. To contend that the salt monopoly is not chargeable with many imperfections would be to contend that it is free from those objections which may be urged against all taxes in all countries, and it is not to be supposed that we claim for it an exemption from the evils and abuses which are more or less inherent in every description of impost—we merely think that it is, as a tax, as unobjectionable as most others; certainly as little vexatious to the contributors as any which could be carried into effect in *this* country, and that it presses on the people in its present form as little as any tax by which an equal amount of revenue could be realized. If we thought otherwise, we should, we repeat, conceive it our duty to recommend an immediate departure from the principles upon which it has hitherto been conducted at whatever risk to the public resources, for we feel assured that you would not hesitate a moment between a decreased revenue, and any possible distress or vexation of the people, which might arise from its being maintained at its present height.

89. With our existing impressions, however, we confess that the tax on salt is one of the last taxes administered by our Board which we should desire to see relinquished, or in the mode of collecting which we could suggest any immediate improvement. If the state of the finances made a reduction in the general burthens of the country as practicable as it is desirable, we should advise the transit and town duties to be first abolished, then the duty on stamps, next the abkary mehal to be relinquished, and fourthly the salt tax; which we conceive to be less liable to well-founded objections than any of which we have the administration, except the monopoly of opium. In fact, we know not where we shall look for an instance of any Asiatic revenue producing net annual assets to the extent of a million and a quarter sterling, the machinery of which is so simple, the amount so certain, and the burthen, according to our opinion, so light upon the people.*

* * * * * *

Appendix J.—No. 6.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories, in 1853.

Extracts from the Evidence of T. J. Turner, Esq., Senior Member of the Sudder Board of Revenue, N. W. Provinces.

5804. Do you consider that it would be a loss to the revenue to reduce the duty upon salt?—Most decidedly.

5805. Would not the consumption so increase as to enable the revenue to regain the loss?—I think not, because each individual only wants but a very small portion of salt. If salt were much cheaper than it is, each individual would not increase his consumption much: he might possibly give his cattle a little more than at present.

Extracts from the Evidence of F. J. Halliday, Esq., Secretary to the Government of India, Home Department.

5508. Are you aware that there is a movement in this country, at present, for the purpose of obtaining a reduction of the duty on salt?—I was not aware of it.

5509. The effect of that would be a considerable reduction in the Indian revenue, would not it?—It would seem so, because the duty has been reduced on three successive occasions; the last reduction being to 2½ rupees a maund, which, although it was followed by an increase of consumption, was not followed by such an increase as to make up the difference of revenue.

* It may be added so cheaply collected, for, after all that has been assumed on this subject, it will perhaps excite some surprise when it is stated, that the salt revenue is collected at no greater charge than about 5 per cent., which charge includes all expenses of the agency and protective establishments, the expenses of the superintending board, together with all allowances drawn by covenanted and uncovenanted officers of whatever rank. The remaining charges are precisely those which would be paid by the public if the tax, to the same amount, was not collected through the medium of the monopoly, but was voluntarily brought into the treasury without the intervention or aid of a single public officer.

5510. Did it replace a part of the reduction?—It did replace a part of it; but the revenue has fallen off since that.

* * * * * *

5520. When the first reductions were made in the duty on salt, there was not only a great increase of the consumption, but there was an absolute increase in the receipts in the Exchequer?—There was.

5521. You have now stated that although the last reduction of duty to $2\frac{1}{2}$ rupees a maund, has been attended with a slight increase of consumption, that increase of consumption has not been sufficient to bring up the revenue to its former amount?—It is so.

5522. To what do you attribute that falling off in the revenue?—It would almost seem as if the supply at present was equal to the demand.

5523. Supposing any agitation which may be raised in this country for the purpose of diminishing very considerably the duty upon salt to the extent of one half to be successful, what do you suppose would be the effect upon the revenue of the Government of Bengal?—I should be very much afraid that the revenue would fall off greatly.

5524. Upon what data do you found that opinion that the revenue would fall off?—Because it has fallen off in consequence of the last reduction; the demand has not risen up sufficiently to meet the reduction.

5525. Do you recollect what was the amount of the salt revenue last year?—I do not.

5526. Do you think, with the probability before us of the loss of a great part of our income from opium, we can afford to lose any portion of those salt duties?—Of course not: I should be very much afraid to try the experiment just now.

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7603. The returns of the different presidencies show that there has been a much greater proportionate increase in the revenue at Bombay, where the revenue is entirely derived from customs and excise, than in Madras and Bengal, where there is a more direct Government interference with the manufacture: in your opinion, does that tend to establish the fact, that a change of system in Bengal would produce a greater amount of revenue?—I do not think it affords any reason for believing that an excise system would produce a greater revenue; I do not believe the excess in Bombay is owing at all to the system of excise; a great part of that salt which pays revenue in Bombay is exported to Bengal and consumed there; and besides that, in the long run, there has been a considerable increase in the consumption in Bengal, and the increase is going on. I myself received a letter, only the day before yesterday, from an officer in a high position connected with the Government of Bengal, who tells me that the salt revenue in Bengal, for 1852-53, is 16 lacs in excess of that in the previous year, which would bring the revenue of 1852-53 very nearly up to one of the highest previous years; at all events, it gives me ground for believing that the revenue is on the increase, and that the falling off, which arose from the reduction of the duty in 1849-50, is already in process of being recovered, as I have no doubt it is.

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7607. Would not what you state as to the recent increase of the revenue tend to show that it would be advisable to carry out a further reduction of the duty on salt?—The revenue has not yet come up to what it was before those reductions began, and till it does so, I think it would be imprudent to attempt any further reduction; but as soon as it comes up to that amount and covers it, and the increase shows a tendency to continue, the Government may safely proceed in reducing the duty; they ought, in my judgment, gradually to proceed experimentally reducing it as far as they possibly can without detriment to the revenue.

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7611. Your idea is, that the profit upon the manufacture and the duty might be gradually diminished as the revenue would permit?—I think so. I look upon it that that is the principle upon which the Government has been acting; they have gone even a little beyond the point of prudence in acting upon it, but I think, keeping within the line of prudence, they ought to go on; it would be most unsafe to make a general reduction down to 1 rupee a maund, as has been suggested by some parties; it appears to me quite out of the question.

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7619. It has been stated that the annual cost of salt to a native is a very great per-centage upon his annual earnings; are you of the same opinion, or can you give the Committee any idea as to what proportion of his earnings is expended in the purchase of salt?—No doubt the expense to the native is increased by the duty as well as by those excessive charges of manufacture, if they are to be so called, to which I have referred; but I think the estimate of what it really costs him, which is given in the statistics published by the East India Company, is correct. Mr. Aylwin challenges it in one part of his evidence, and endeavours to show that it is manifestly incorrect. It so happened that, long before I ever thought of coming to England, or being examined on this subject, and without the slightest regard to any inquiry of this kind, I had a casual conversation with a man likely to be very well informed upon the subjects: an East Indian, a Deputy-Collector, and a man who has mixed intimately and familiarly with the natives from his birth, and has been officially employed among them, and is thoroughly acquainted with all their concerns. I happened to ask him (and to jot down, as I was accustomed to do, the heads of his information) something about the cost of salt to the ryots in the Bengal villages. I had no conception whatever that it would ever turn to account in this way. When I saw this evidence of Mr. Aylwin's, I turned to it, and I found it remarkably corroborated the statistical tables

which have been referred to. He told me that in a Bengal village, salt cost to the peasant one anna and a-half to one anna and three-quarters a seer; that will be at the rate of about 1¾*d.* a lb. The consumption is about at the rate of half an anna a head per mensem; or six annas, equal to 8*d.* a head per annum. Their earnings, he said, he reckoned at from two to three rupees per month; so that the cost of salt is a little more than one per cent. upon their earnings. Mr. Thornton's tables give one and a-half per cent.

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7630. You say you do not think the Government would be warranted in making a a reduction to one rupee instead of two rupees eight annas; have you paid any attention to the great increase which has invariably taken place on the reduction of the price of every article of general consumption to the people of that country?—No doubt I am aware of that increase, but the consumption of salt would have to increase more than 150 per cent. in the Lower Provinces of Bengal to bring the revenue up to what it is now. It is not conceivable that the consumption of any article, say nothing of such a thing as salt, could increase to that amount in any but a very long space of time, if at all.

7631. Do not you think that continuing the heavy duty actually prevents the trial being made, how far the consumption would increase by a decrease of price?—Continuing the heavy duty is undoubtedly against that experiment, and therefore it is that the Government, as I have said before, even beyond the limit of prudence, persisted in gradually reducing the duty.

7632. Have you considered what portion of the salt manufactured in India is smuggled?—I believe a very small proportion is smuggled. I believe we could not go on selling salt in so large a quantity, increasing year by year as it is in the long run, unless smuggling were very much kept down; on the other hand, I have ascertained from official reports, the attention of the Government being closely directed to this very subject, that, as far as they know, smuggling is kept down to its lowest possible limit. The Government is always doing its utmost to increase the efficiency of the preventive establishment, and it is believed that they do improve it year by year; and, in proportion as it is so improved, smuggling must of course decrease, and I have no doubt it will decrease.

7633. You say that the attention of the Government has been directed to keeping down the duty to the lowest possible limit; will you state on what principle the limit, which you says exists, has been calculated; is it on the price at which the article can be manufactured, or what is the principle you allude to?—What I mean is this, that taking one of the most favourable of those years as a standard, I think the Government, as far as I am aware of their views, would not be indisposed, but, on the contrary, would be very strongly disposed to go on gradually reducing the duty, so long as they had reason to see, and practically did see, that, notwithstanding the reduction of the duty, the increase of consumption continually brought the total revenue up to this standard amount. I mean to say they would not look to any increase beyond this standard amount; but, as the standard kept up to that, they would prudently, and cautiously, and gradually go on reducing the duty, as long as they found it practicable to do so.

7634. Have you formed in your mind any idea of the amount, which I would denominate the pivot point of smuggling, at which the natives might be obliged to cease their manufacture?—No, I have not, but I do not believe that one rupee a maund would do it; the duty of one rupee a maund would be so much in excess of the intrinsic value of the article, that the inducement for smuggling would remain for practical purposes almost the same.

7635. You agree that, if smuggling could be put down, the consumption of the Government salt would greatly increase?—The question assumes that smuggling is not put down, and that the sale of salt in the long run does not increase, both of which assumptions I believe to be contrary to the fact.

7636. You do not think that the statements which have been made to this Committee, that one-third, or even two-thirds, of the salt manufactured is smuggled?—Certainly not.

7637. Have you any data on which to form the opinion which you have stated as to the small quantity which is smuggled?—What I rely on is the constantly recorded reports to the same purport of all the individual officers employed in the preventive service, and the gradually increasing sale of salt at this high duty, which is incompatible with the existence of such a large amount of smuggling.

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7639. You are not of opinion that an immediate reduction from 2 rupees 8 annas to 1 rupee would put an end to smuggling, or so increase the consumption as to bring up the revenue to the present amount?—I am not of that opinion.

Extracts from the Evidence of F. W. Prideaux, Esq., Assistant to the Examiner of India Correspondence.

7275. Does the statement under the head of "total quantity," constitute, in your opinion, the whole consumption of salt in the Bengal provinces?—It constitutes the whole consumption of salt in the Bengal provinces, with the exception of any which may be made illicitly, or smuggled in; and we have no reason to believe that, with the present organization of the preventive establishment, any large amount of smuggling goes on.

7276. You consider that there is not an increasing quantity of smuggling?—Certainly not; the latest reports are conclusive upon that point.

7277. Then the returns do not appear to show any great increase in the consumption in

Bengal?—If you refer to the beginning of the table, the figures do appear to show a considerable increase. In 1841—42, the total consumption was 53,98,994 maunds.

7278. I see the return of the total quantity in 1847—48, is larger than the last return of the total quantity, and, in point of fact, since that period there has been, taking the average, little if any increase. Can you explain that in any way?—An explanation was called for from the Bengal Government, and they stated that they thought a very considerable quantity had been purchased shortly after the reduction of the duty, in 1848—49, more than was required for the wants of the market, and that was not completely cleared off. They do not attribute it to any increase of smuggling. I may here read one paragraph in a letter, with reference to the importation of English salt. This is a letter from the Board of Revenue to the Government of Bengal, dated the 29th of June, 1852: "Besides the reaction consequent upon the extensive clearances of 1849—50, the Board think that this further diminution of quantity may partly be attributed to the increase in the importation of Liverpool pungah, which is of so fine a quality, that it is usual to mix it with earth and other impurities in order to adapt it to the taste of consumers, who have been habituated for ages to the use of a substance of very different appearance, and are strongly prejudiced against the undisguised foreign article. The contrast between the pure snow-white salt imported from the United Kingdom, and the muddy-coloured article sold on account of Government in Bengal and Cuttack, has only to be observed to render it as obvious as it is notorious, that the former must be largely qualified before it is reduced to the standard of the latter, that is to say, the standard of consumption among the natives of the Lower Provinces. Supposing that only 5 per cent. of impurities is mixed with Liverpool pungah, in order to fit it for the market, this upon an importation of 16,00,000 maunds, would of itself amount to 80,000 maunds, upon which no duty is taken. Upon indigenous salt, the duty is taken in its impure state, but upon the salt of Europe, the duty is taken upon the pure article, and thus the impurities which in one case are taxed, in the other case escape taxation altogether. It may also be observed, that purchasers of salt from on board ship, usually get better weighment than those who resort to the Government golahs, where the salt is weighed with scrupulous accuracy." That would account for 80,000 maunds of reduction by English salt taking the place of Indian salt.

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7285. Is it your opinion, that if any reduction of the duty were to take place the present revenue could be maintained; do you suppose that any reduction of duty would increase very much the consumption?—My impression is, that no reduction of the duty would very much increase the consumption. I do not know how far the circumstances of India may differ from those of England, but I remember before the Committee of the House of Commons, which sat in 1836, tables were produced showing the action of the salt-tax in this country; I think the first duty was 5*s.* a bushel, it was then raised to 15*s.*, and then reduced again to 2*s.*, without affecting, except in the very slighest degree, the consumption of salt. I think the difference between 5*s.* and 15*s.* a bushel made no difference in the consumption whatever.

Extract from the Evidence of T. L. Peacock, Esq., Examiner of India Correspondence.

8122. Answer * * * With respect to the salt monopoly, I wish to say a single word; what is called the salt monopoly proper, is that which belongs to the salt agency system of Bengal; the limits within which that monopoly acts are, as nearly as possible, the limits of the permanent settlement, where it is not possible to impose any new tax, therefore there is a peculiar justification for the salt monopoly tax of Bengal Proper, as distinguished from the salt-tax any where else. In other territories, where we can increase the land revenue when we make new settlements, or where we can impose new taxes bearing upon agricultural produce, there may be a question about the policy of keeping the tax at its present amount, or retaining it at all; but within the limits of the permanent settlement, nothing can be substituted for the salt-tax; and as the zemindars, to whom all the rights of the ryots have passed away *sub silentio*, get all they can out of their ryots, the remission of the salt-tax would be a benefit to the zemindar, and not to the ryot.

Appendix J.—No. 7.

Extract from Tucker's Review of the Financial Situation of the East India Company in 1824—pages 50 to 52.

The salt stands second in point of importance, and, as it has been so often stigmatized under the reproachful term "monopoly," it will be proper to bestow a little attention upon the principles on which this tax has been established.

If a certain revenue be required beyond what the land will produce, and if the number of opulent consumers, in whose hands luxuries, and other tangible objects of taxation, might be found, be so small and dispersed that the charge of collection would go far to absorb the produce of the tax, then it would appear that a Government has no alternative but to have recourse to some article of general consumption as the object of taxation. It never can answer any useful purpose to tease and torment a country with taxes and tax-gatherers, when such taxes are unproductive, or produce little more than is sufficient to maintain a host of revenue officers. These officers are an evil in any country; but in India, where it is almost impossible

to prevent their malpractices, they are a serious evil. Such is the force of long-established habit, under a bad Government, that even now, when there is an anxiety felt by the ruling power to repress abuse, and to afford protection to all, the revenue officer exacts, and the people suffer his exaction, as a matter of course, and almost without a complaint. If, again, a people be constitutionally timid, or unable, from whatever cause, to defend their property, and to resist oppression, then it would seem to be a happy discovery if, instead of subjecting them by direct taxation to the screw of the Exchequer, the Government should succeed in drawing from them the periodical contribution required, by a process scarcely perceptible, in sums so minute as scarcely to be felt, and by means totally divested of the odious character of force. I will not say that these were the considerations which led to the establishment of the salt monopoly, but they are the considerations which may be urged to justify it. The Government have selected it as an article of general consumption, which can be rendered productive; and as a medium, or instrument, for levying contributions, by a sort of voluntary process, without the intervention of the tax-gatherer. It approaches, I own, to a poll-tax; but it is a very light poll-tax, which is paid almost insensibly; and whereas in India the great mass of people, with few exceptions, are in nearly the same condition, there is no injustice, and little inequality, in applying to them one common scale of taxation, regulated by the scale of their consumption.

APPENDIX K.

Latest Official Correspondence relating to the reduction of the present rate of Duty.

No. 1.—From the Board of Revenue to the Government of Bengal, dated March 18, 1854.
Enclosures.

A. Statement showing the quantity and proceeds of salt sold by wholesale, and imported in each of the twelve years from 1841-42 to 1852-53 inclusive.

B. Statement showing the Net Revenue realized from Salt in each of the twelve years from 1841-42 to 1852-53 inclusive.

No. 2.—From the Government of Bengal to the Board of Revenue, dated March 30, 1854.

No. 3.—From the Government of the North Western Provinces to the Government of Bengal, dated April 9, 1855.

No. 4.—From the Board of Revenue to the Government of Bengal, dated May 4, 1855.

No. 5.—From the Government of Bengal to the Government of the North Western Provinces, dated May 21, 1855.

Appendix K.—No. 1.

To the Secretary to the Government of Bengal.

Fort William, March 18, 1854.

Sir,

Salt.
E. Currie and T. Bruce, Esqs.

The period of five years, for which the present rate of duty on salt (2 rupees 8 annas per maund) was fixed, will expire at the end of this month, and the Board are aware from your letter dated the 15th of April last, that it is the intention of Government to consider the future rate of duty to be charged, simultaneously with the subject of the sale price of Government salt, on which I had the honour, by direction of the Board, to address you in my letter dated the 13th instant.

2. Although the question of the amount of duty which it would be expedient to impose is one of a purely financial character, and must be determined mainly on financial consideration, it may not be considered out of place for the Board to submit a few remarks on the effects of past changes, and the probable consequences of any future reduction, as was done by the late Board of Customs in 1849.

3. Two Statements are annexed, of which one marked A, shows for the last twelve years the quantity and the proceeds of salt sold by wholesale, and imported. The retail sales, averaging about 9 lacs of maunds annually, are excluded from this statement, because the retail prices would not be affected by any change made in the duty on rowannah salt. The other Statement marked B exhibits, for the same period, the net revenue realized from salt, consisting of the net proceeds of the Government salt, after deducting all departmental charges, as given in the Accountant's Returns, with the addition of the proceeds of the import and excise duties.

4. There have been three successive reductions of duty of 4 annas each, by which the rate has been lowered from Rs. 3 : 4 per maund, the tariff rate of Act, No. XIV, of

1838, to Rs. 2:8 per maund. The first of these reductions had effect from the 1st of November, 1844; the second, from the 1st of April, 1847; and the third from the 1st of April, 1849. The reasons for a cautious and gradual reduction, in preference to a bolder and more decisive course, were fully discussed in Mr. Dorin's letter of the 18th of October, 1844. In making the first reduction, the Government were prepared for a present loss of revenue to the full amount of the remitted duty, and anticipated that, in the most favourable event, a long time would elapse before it could be made up by increased consumption.

5. The results of the two years immediately following the reduction were, however, so favourable, that the Bengal Government thought itself justified in urging upon the Government of India a further extension of the experiment. The out-turn of the year which followed the second reduction (1847-8) was also extremely favourable, and the statements which the late Board laid before Government in January, 1849, showed that, at the rate of consumption which had obtained during the previous twenty-one months, three-fourths of the deficiency, arising from the double remission of duty, had been already made up by increased deliveries of duty-paid salt; and that if the net revenue to be derived from salt were taken at the average of a course of years preceding the Report of the Select Committee of the House of Commons in 1836, there was "an ample margin for any further abatement of duty which the Government might be disposed to make." The third abatement was conceded in March, 1849."

6. It is now for the Government to determine whether the financial prospects and exigencies of the country are such as to warrant a further reduction. The Board stated in 1849, that, since the first remission of duty in 1844, the annual consumption had increased to the extent of 7 lacs of maunds. This statement was based on the results of only 21 months, a period much too short to give trustworthy data for a permanent average. It proves, however, to have been nearly correct; the average annual consumption of rowannah salt exceeds now by about 7 lacs of maunds, the average annual consumption previous to the year 1844–5, as will be seen by the figures given in the margin.* In this series of averages it will be observed, that the first reduction in October, 1844, and again the second reduction in March 1847, were followed by a very large increase of deliveries, but that, since the last reduction in March, 1849, the increase has been comparatively inconsiderable. It should be added, however, that, could the present year have been included in the last triennial period, the result would have been more favourable. The increase of 7,00,000 maunds at the present rate of duty Rs. 2 : 8, is nearly equal to one-half of the aggregate amount lost by the three successive reductions.†

7. Repeated enquiries have been made at different times, but it is difficult to obtain any trustworthy statistics regarding the trade on salt, or the price which the article bears in different parts of the country. Generally the information with which the Board has been furnished goes to show, that, since the late reductions, salt is supplied to the people at a cheaper rate, and in a much purer state than was the case formerly. It cannot, however, be doubted, that in some parts of the country the price is still so high as greatly to restrict the use of the article, if not to place it altogether out of the reach of the poorer classes, and, apart from financial considerations, it would be most desirable that further reductions should be made. But if the Board be permitted to offer a suggestion, they would say that, if any change is determined on, it should be to lower the duty at once to Rs. 2 per maund, the rate which prevails in the North-Western Frontier, instead of making only a 4 annas abatement as heretofore. By so considerable a reduction there would be a much greater probability of the price being at once reduced to the consumer, and a stimulus in consequence given to consumption, than if an intermediate rate of Rs. 2 : 4 were adopted, such a measure, however, would involve a present sacrifice of Rs. 27,00,000, with the prospects only of some portion of it being gradually made up hereafter by increased consumption. Fully to make up the amount just mentioned, would require, at 2 Rs. a maund, an increased consumption of 13½ lacs of maunds, and judging from past experience more than one-third of this increase could not, the Board think, be reasonably expected within the next five years. It is for the Government to judge what course should be adopted; but the Board would venture to remark, that the present moment, when the Government stocks are very low, and importation is more slack than it has been for many years past, is not peculiarly favourable for a change which might have the immediate effect of causing a sudden increase of demand.

I have, &c.,
A. R. Young, *Officiating Secretary.*

* Annual average of deliveries of salt, excluding salt sold by retail.

	Maunds.
For three years ending with 1840–41	46,99,749
,, ,, ,, 1843–44	47,36,679
,, ,, ,, 1846–47	50,93,624
,, ,, ,, 1849–50	53,53,808
,, ,, ,, 1852–53	54,28,936

	Rupees.
† 12 annas per maund upon 47,00,000 maunds	35,25,000
7,00,000 maunds at Rs. 2 : 8 annas per maund ..	17,50,000
Actual loss	17,75,000

Enclosure A.

STATEMENT showing the Quantity and Proceeds of Salt sold wholesale, and imported in each of the 12 years, from 1841–42 to 1852–53, inclusive.

Year.	Salt sold wholesale from Government Depôts.		Imported Salt paying Customs' Duty.		Salt sold wholesale from private Golahs, paying Excise Duty.		Total Quantity and Proceeds of Salt sold wholesale and imported.		Remarks.
	Quantity.	Proceeds.	Quantity.	Proceeds.	Quantity.	Proceeds.	Quantity.	Proceeds.	
	Maunds.	Co.'s Rupees.	Maunds.	Co.'s Rupees.	Maunds.	Co.'s Rupees.	Maunds.	Co.'s Rupees.	
1841-42	39,59,336	1,68,72,960	6,12,691	18,45,119	....	....	45,72,027	1,87,18,079	
1842-43	38,70,635	1,63,86,740	8,92,740	26,51,539	....	....	47,63,375	1,90,38,279	
1843-44	39,07,624	1,63,05,622	9,67,013	28,80,355	....	....	48,74,637	1,91,85,977	
1844-45	41,50,346	1,66,28,988	9,70,595	27,14,888	....	....	51,20,941	1,93,43,876	
1845-46	33,99,275	1,30,48,886	15,81,986	44,31,057	....	....	49,81,261	1,74,79,943	The retail sales, averaging about 9 lacs of maunds annually, are excluded from this statement, because the retail prices would not be affected by any change made in the duty on rowannah salt.
1846-47	37,11,446	1,40,25,323	14,66,744	40,03,181	....	....	51,78,190	1,80,28,504	
1847-48	39,88,541	1,38,49,068	16,15,084	42,07,269	....	....	56,03,625	1,80,56,337	
1848-49	33,16,637	1,14,00,320	16,10,256	41,00,361	16,450	45,237	49,43,343	1,55,45,918	
1849-50	33,83,833	1,08,31,987	21,03,219	48,23,264	23,630	59,075	55,10,682	1,57,79,326	
1850-51	28,25,100	91,43,205	26,01,033	61,39,113	35,000	87,500	54,61,133	1,53,69,818	
1851-52	22,39,952	72,43,158	29,26,866	70,37,543	18,600	46,500	51,85,418	1,43,32,201	
1852-53	31,25,129	1,00,63,606	24,94,331	58,74,764	19,600	49,000	56,39,060	1,59,87,370	

A. R. Young, *Officiating Junior Secretary.*

Board of Revenue, Fort William, March 18, 1854.

Enclosure B.

STATEMENT showing the Net Revenue realized from Salt in each of the 12 years, from 1841–42 to 1852–53, inclusive.

Year.	Gross Proceeds of Salt sold by wholesale and retail from Government Golahs and under Excise.	Departmental Charges.	Net Proceeds of Salt Department.	Customs' Duty levied on Salt imported by Sea.	Total Net Revenue derived from Salt.	Remarks.
	Co.'s Rupees.	Co.'s Rupees.	Co.'s Rupees.	Co.'s Rupees.	Co.'s Rupees.	
1841-42	1,91,85,094	55,73,657	1,36,11,437	18,45,119	1,54,56,556	
1842-43	1,86,37,062	52,31,371	1,34,05,691	26,51,539	1,60,57,230	
1843-44	1,85,03,829	58,69,299	1,26,34,530	28,80,355	1,55,14,885	
1844-45	1,88,49,201	55,98,792	1,32,50,409	27,14,888	1,59,65,297	In this statement is not included the duty levied at Bombay (averaging Company's rupees 3,03,360 per annum) on salt imported thence, nor that paid at Allahabad, in Bengal, for western salt passing to eastward of that station, though the greater portion of that salt is also consumed in Bengal. The additional duty levied at Allahabad has aggregated in these 12 years rupees 2,93,096 per annum on an average.
1845-46	1,53,33,547	49,20,515	1,04,13,032	44,31,057	1,48,44,089	
1846-47	1,64,52,146	42,66,983	1,21,85,163	40,03,181	1,61,88,344	
1847-48	1,58,64,351	35,94,141	1,22,70,210	42,07,269	1,64,77,479	
1848-49*	1,34,64,057	33,63,000	1,01,01,057	41,00,361	1,42,01,418	
1849-50	1,34,64,944	32,69,116	1,01,95,828	48,88,268	1,50,84,096	
1850-51	1,09,52,449	33,39,447	76,13,002	61,39,113	1,37,52,115	
1851-52	91,20,382	33,45,333	57,75,049	70,37,543	1,28,12,592	
1852-53	1,19,29,972	25,74,292	93,55,680	58,74,764	1,52,30,444	

* In 1848 the Excise system came into operation.

Board of Revenue, Fort William, March 18, 1854.

A. R. Young, *Officiating Junior Secretary.*

Appendix K.—No. 2.

To the Officiating Secretary to the Board of Revenue.

Sir, *Fort William, March* 30, 1854.

I am directed by the Most Noble the Governor of Bengal, to acknowledge the receipt of your letter dated the 18th instant, discussing the question of altering the rate of duty now levied on salt, and in reply to inform you that, under all the circumstances of the case, his Lordship considers it inexpedient to make any alteration in the duty at present.

2. A communication to this effect will be made to the Honourable Court.

I have, &c.,

C. Beadon, *Secretary to the Government of Bengal.*

Appendix K.—No. 3.

To W. Grey, Esq., Secretary to the Government of Bengal.

Sir, *Head Quarters, Nynee Tal, April* 9, 1855.

The Lieutenant-Governor, directs me to state, that he would be glad to be informed at the early convenience of the Bengal Government, of the views of the Lieutenant-Governor, and of the Board of Revenue at the Presidency, as to the importance of maintaining the special additional duty of 8 annas a maund on salt, now taken at Allahabad, with a view to the protection of the revenue on Bengal salt from competition with the western salts, on which, excepting on the Allahabad line, a duty of only 2 rupees is levied.

2. The Lieutenant-Governor would desire to relieve the population of the districts of the Benares division from this extra duty, which bears the harder on them that they are the furthest removed from the points at which the western salts are imported into these provinces, and the question has now become of pressing importance, as a new and extensive re-arrangement of the customs' line, under this Government is under consideration, upon which it might be found desirable to employ a portion of the establishment which is at present assigned to the Allahabad line.

I have, &c.,

W. Muir, *Secretary to the Government of the N. W. P.*

Appendix K.—No. 4.

To the Secretary of the Government of Bengal.

Board of Revenue, Lower Provinces,

Sir, *Fort William, May* 4, 1855.

Salt.

E. Currie and J. Dunbar, Esqrs.

I have the honour by direction of the Board of Revenue, to acknowledge the receipt of Mr. Under-Secretary Pratt's letter, dated the 16th ultimo, forwarding one from the Secretary to the Government of the North Western Provinces; and requesting the Board's opinion on the question, whether the additional duty of 8 annas a maund levied at Allahabad on salt passing eastward might not be abolished. In reply, I am desired to observe as follows:—

2. The question here proposed is mainly a financial one, and must, the Board apprehend, be determined in a great measure on financial considerations.

3. The quantity of western salt which passes Allahabad annually, is about 6½ lacs of maunds. From inquiries made at different times, it appears that Ghazeepore is about the point on the Ganges where the western salt is met by salt from Calcutta. The latter passes

up the Gogra, and is said to be consumed in the eastern pergunnahs of Azimgurh and Goruckpore.

4. The abolition of the 8 annas duty at Allahabad, would, of course, have the effect of very greatly extending the limits within which western salt is consumed. It is quite impossible to say what would be the amount of this extension; but it may be remarked that the consumption of the Behar districts is principally kurkutch from Madras, Bombay, and other places; and that the use of this salt would be at once superseded by Balumbha, from the westward, if the latter were offered at a lower price. The remission of the 8 annas duty, would pay twice over for the transport of the salt even to Calcutta, and the increase of its consumption would apparently be restricted only by the extent of the supply, and by the preference for boiled salt, which prevails generally in Bengal.

5. The financial result of the measure would thus be the loss of 8 annas a maund on the 6½ lacs of maunds which is now actually charged with that tax, and a further loss at the same rate on an unknown, but certainly a very large quantity of imported and Bengal salt, which would be displaced by the lower taxed salt from the westward.

6. A bounty in the shape of a discriminating duty, would be given to the latter salt to the prejudice of all imported salt, and the native salt manufactured on account of Government. The effect would be greatly to discourage, if not altogether stop, the trade in salt with Madras, Bombay, Ceylon, the Red Sea, and other places, and to some extent with Great Britain also; and to place the native produce at a disadvantage in the market to the supply of which it has a natural claim.

7. The Board are of opinion, therefore, that as long as the Bengal duty remains at its present rate, it would be very inexpedient to discontinue the additional duty levied at Allahabad. Did the finances of the country admit of it, the Board would be very glad to see the Bengal duty reduced to 2 rupees, when, of course, the Allahabad, additional duty would be discontinued, and the trade in salt would be free and uninterrupted throughout the Presidency; but the present juncture, when the Government stocks are very short, and the present unfavourable season threatens to reduce them to the lowest ebb, if not to produce an actual dearth of salt, would, the Board think, be unpropitious for the change. On this point they would beg to refer his Honour to their Report of March 18, 1854.

I have, &c.,

H. V. Bayley, *Junior Secretary.*

Appendix K.—No. 5.

To W. Muir, Esq., Secretary to the Government, North Western Provinces.

Sir, *Fort William, May* 21, 1855.

I am directed to acknowledge the receipt of your letters noted in the margin,* relating to a proposal that the special duty on salt passing to the eastward of Allahabad shall be abolished, and requesting the opinion of the Lieutenant-Governor of Bengal on the proposal so far as it may affect the interests of the Lower Provinces.

2. I am instructed in reply to forward the accompanying copy of a Report on the subject, received from the Board of Revenue at this Presidency, and to state that the Lieutenant-Governor does not see how the objections to the proposed measure therein advanced can be satisfactorily met.

3. A copy of the Board's Report, together with the above expression of the Lieutenant-Governor's opinion on the subject, will be forwarded to the Supreme Government, in accordance with the wish intimated in the 4th paragraph of your letter to the address of the Financial Secretary, dated the 20th ultimo.

I have, &c.,

W. Grey, *Secretary to the Government of Bengal.*

April 9, 1855. April 20, 1855.

APPENDIX L.

Extracts from Minutes of Evidence, taken before the Select Committee of the House of Commons on Indian territories, in 1853, in relation to the Retail Sale of Salt by the Government, in the manufacturing localities, and their neighbourhood, at reduced rates of Duty.

Extracts from the Evidence of D. C. Aylwin, Esq.
Extracts from the Evidence of F. W. Prideaux, Esq.
Extracts from the Evidence of F. J. Halliday, Esq.

Appendix L.—No. 1.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories, in 1853, in relation to the Retail Sale of Salt by the Government, in the manufacturing localities, and their neighbourhood, at reduced rates of Duty.

Extracts from the Evidence of D. C. Aylwin, Esq., a member of the Firms of Messrs. Aylwin and Co., at Calcutta, and Aylwin, Brown, and Stacey, at Akyab.

6966. What is your reason for thinking that the return of the Government is not correct, as to the cost of their salt?—Simply because it has not realized the amount of duty which has been derived from the duty levied upon imported salt. Supposing 100 maunds of salt are manufactured by the East India Company every year, and supposing the duty upon foreign imported salt is three rupees a maund, and that the Government is selling this salt of theirs for 350 rupees, if they do not realize 300 rupees as net revenue or profit, it is clear that the salt has cost them more than 50 rupees.

6967. Is the Committee to understand that you infer that the price which the Government alleges to be the cost of production is not the real cost of production?—Most assuredly; I state it, and am prepared to prove it. This list that I am now quoting from, which I had from Mr. Melvill, there can be no cavilling at. Here is a statement, in the handwriting of a gentleman in the East India House, that the amount of salt manufactured, from the year 1845-46 to 1851-52, was 2,95,29,421 maunds. Taking the average rate of duty which has been levied upon foreign imported salt it ought to have given a net revenue, and would have given a net revenue, had the whole of it been foreign imported salt, of 8,06,26,003 rupees. That is the revenue that would have been derived had this salt been all foreign imported salt; but we find, on the contrary, that the actual revenue derived (this is taken from the Parliamentary Papers published annually) was only 6,92,53,633 rupees, or 1,137,237*l.* less than it would have been had this salt been all foreign imported salt, paying the customs duty that is levied upon foreign imported salt: whence it is clear the local Government have, during these years, been selling their salt by this amount (that is 1,137,237*l.*) less than what it actually cost them; or, in other words, have been imposing a preferential duty to this extent, on their own manufactured salt.

* * * * * *

6969. Your inference from that statement is that a greater revenue would be derived by the Company, from the duty on imported salt, than they now derive from the profit on the manufacture of it; but how does that prove that the actual cost of manufacture is different from that which they state to be the cost?—Because they do not, as they profess, realize the net duty on imported salt.

6970. I understand you to deduce, from those figures, that there was discrepancy between the actual cost of manufacture and the alleged cost; how do those figures lead to that inference?—The East India Company, upon several occasions, as I have just shown, have stated that they fixed the price at which they sell their salt at the cost of manufacture plus the duty; now the figures which I have given clearly prove that they do not do that, whatever else they may do. You may place the deficit either against the import duty or against the cost of manufacture. If against the former, then the Bengal Government are striving to maintain their manufacture against their Cheshire rivals, by a protective duty; if against the latter, then most clearly they are not realizing the avowed cost of their manufacture. It must come off either one or the other. Here we have a price at which they

sell their salt, which price they say is the cost of the manufacture plus the import duty. Now we find that they do not realize the amount of import duty. Then, I repeat, it comes to this: either the deficit is taken off the import duty, in which case they are giving a preferential duty in favour of their own manufacture, or it comes, as I assert, off their own manufacture; whichever way it is done, it amounts to the same thing.

6971. How does it appear that they do not realize the amount of the import duty?—By calculating the number of maunds which have been made by the East India Company, and seeing the amount of duty which is charged upon imported salt, we find that they have not realized that amount. If they ceased their illegal manufacture and (as they ought to) derived their revenue from foreign imported salt, they would realize the entirety of the duty: instead of comparatively losing, as they now do, some 200,000*l.* per annum by manufacturing.

* * * * * *

6984. You have stated that your impression is that, provided the Company adheres to the resolution of charging to the consumer the cost of production plus the amount of duty, the result has been that there has been a less amount than the real cost of production obtained by the sales, and that the Company would obtain an equal, or a larger, amount of revenue by relying entirely upon the duty on the import of foreign salt?—Yes. The fact is this: either these statistics (furnished me by the East India Company) are correct, or they are incorrect. If they are correct, it is clear that, within the last seven years, the East India Company would have derived nearly one million and a quarter more revenue by a customs duty on foreign imported salt, than they have derived from the profit of manufacturing.

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7075. It is your opinion that the Government actually lose by the manufacture of salt and that they do not place the home-manufactured salt in fair competition with the imported salt?—It is not only my opinion, but, it is a positive matter of fact that the Government, since 1790-91, with the exception of five years, have made a comparative loss by manufacturing salt, to what they would have done by having the customs revenue, amounting now to close upon 12,000,000*l.* sterling; and that they are putting a protective duty upon their own salt, to exclude British and other manufactures from entering into competition with their own.

Extracts from the Evidence of F. W. Prideaux, Esq., Assistant to the Examiner of India Correspondence.

7266. The second column in the table you have put in exhibits the amount of retail sales; where do those retail sales take place, and how are they regulated?—The retail sales take place within the salt-producing districts. It was found impossible to realize the full amount of revenue within the salt-producing districts, from the great facility of smuggling: every man might so readily procure sufficient salt for his own family, that, in order to obtain some revenue, and partly to prevent the people being tempted, by the high rate of duty, to break the law, retail shops are established, at which salt is sold in small quantities, at a very reduced price; the price varies according to local circumstances, but it is always considerably within the duty.

7267. Though that is an advantage to the consumer, it is to the prejudice of the importer of British salt, is not it?—It is only within particular districts; the salt cannot pass out of those districts; it is only for the consumption of the districts in which experience has shown it to be impracticable to raise the full amount of the revenue. To those districts, the imported salt would never reach. It does not interfere in the slightest degree with the consumption of the interior of Bengal; it is merely in the salt-producing districts round the head of the bay, and it is always distinguished in the returns.

7268. It would appear that that reduced price upon those retail sales must interfere with the import trade, unless the price of other descriptions were so high as to give an additional stimulus to the production of the contraband production in those places; is that the case?—No doubt it would be so; but when it was attempted to raise the whole duty, experience showed that it was practically impossible. It was very much like attempting to make a man pay a heavy tax on the consumption of water, when the Thames flowed by his door.

7269. So that it would operate equally against imported salt and salt of Governmen manufacture?—Yes.

7270. They are obliged to sell salt cheaply in the manufacturing districts, in order to get any revenue from salt?—Yes.

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7284. It has been stated in evidence that the East India Company sustain a loss by the manufacture of salt in Bengal, that is, that if all the salt consumed were imported on payment of a customs' duty, the salt revenue would be greater than it now is; is that your opinion?—I have seen the same statement made in print. I believe the way it is arrived at is, by including in the sales of salt the whole of the retail sales, on which, I have already explained, the full amount of the revenue is not now raised, and experience has shown it is impossible that it should be. I believe upon a statement of the wholesale sales of salt for the interior of Bengal, which is that only which can be fairly taken into account, no such

inference can be drawn. On that not only an amount equivalent to the import duty, but even more than the import duty, is now raised, in consequence of those charges to which I have before alluded being taken into account in calculating the cost price, which, I believe, ought to be excluded from it.

Extracts from the Evidence of F. J. HALLIDAY, Esq., Secretary to the Government of India, Home Department.

7592. A paper has been put in to the Committee which, according to its figures, would show that the net amount received by the Company, from its system of contractors for the manufacture of salt in Bengal would not correspond with the amount which it would receive if an equivalent quantity of salt were imported, paying the duty fixed by the Government. It exhibits a very considerable difference. The sales of the Government salt ought, according to the statement referred to, to have produced 8,06,26,003 rupees during the space of seven years, from 1845–46 to 1851–52, while the official returns of the East India Company only show a net profit, during those seven years, of 6,92,53,633 rupees; can you explain to the Committee how that discrepancy arises?—I understand Mr. Aylwin to have attempted to show, by this statement, that the Government does not act up to its professed principle of selling at the minimum price, composed of the real costs and charges of the manufacture, plus the duty; but that, on the contrary, it sells at a less price, which, as the duty must remain the same, proves, in his opinion, that the Government under-calculates, and, as I understand him, purposely under-calculates, the costs and charges; thereby committing a fraud upon the public, and imposing a differential duty in favour of its own salt and against the imported salt, for the express purpose of keeping out the latter. That is the understanding which I gather from his evidence. He shows it in this way: that whereas in those seven years, from the figures derived from the India House, and therefore not to be challenged in point of correctness, the Government has manufactured and sold wholesale and retail a total amount of 2,95,29,421 maunds, which, at the different rates of duty prevalent in those years, varying from 3 rupees to 2 rupees 8 annas, ought to have produced 8,06,26,003 rupees; they have in fact, after deducting the charges of manufacture agreeably to the figures which he has here furnished, only realized 6,92,53,000 rupees. The difference between these two sums of 8,06,26,003 rupees and 6,92,53,000 rupees represents, in Mr. Aylwin's statement, the amount by which the Government has defrauded the public and evaded its own declared principle, by levying a differential duty against the imported salt. Upon looking at this statement, with the aid of details which are to be obtained at the India House, I find it open to the following corrections. In the first place, the total amount of salt sold and manufactured is composed of two items: salt sold at the golahs wholesale, and salt sold retail in the salt-producing districts. Mr. Aylwin has calculated the duty, during those years, upon both those columns alike, being probably unaware of the fact that the salt sold by retail in the districts of manufacture, in the manner explained to the Committee on the last day by Mr. Prideaux, is sold at a very much lower rate than the salt sold wholesale, which has been found to be necessary, in order to secure any salt being sold there at all. The average difference in those seven years between the profit, which in this case may be called revenue, realized upon the wholesale sales of salt, and realized upon the retail sales of salt has not been less, but in point of fact has been more than 1 rupee 2 annas a maund. That reduces the amount given in those columns by Mr. Aylwin, as the revenue which ought to have been realized, from 8,06,26,003 rupees to 7,32,33,697 rupees; a very important reduction from the amount which, on Mr. Aylwin's own principles, ought to have been realized by the Government under this system. On the other hand, in the column of charges of manufacture and collection, &c., which obviously according to the principles assumed by Mr. Aylwin, and admitted by the Government, ought to include only the real costs and charges, exclusive of all costs of prevention, Mr. Aylwin has, from not having had recourse to the detailed accounts, included both. Now the costs of prevention, during those seven years, averaged more than 8 lacs of rupees a year. For the seven years, taking it only at 8 lacs, the amount to be deducted from this column is 56 lacs of rupees. After you have made that correction, the charge of manufacture, instead of being 2,51,42,976, is in reality 1,95,42,976. Deducting that corrected account from the column of gross revenue, instead of the amount which Mr. Aylwin has deducted, you have the actual net profit which should have occupied this column, according to the precise accounts of the department; not as Mr. Aylwin has stated, of 6,92,53,633 rupees, but 7,48,53,633 rupees, that is to say, whereas, in Mr. Aylwin's statement, the amount which the Government has received is greatly less than the amount which they ought to have received, which deficit he puts down to the account of fraud, the fact, upon correcting the accounts is, that the amount which they have received is greater than the amount which they ought to have received; and, therefore, the Government system has told against itself, and in favour of, instead of against, the importer.

7593. I understand you to say, that this difference arises, in the first place, from the Government not deriving upon the retail sales the profit of 2½ rupees, but only of 1 rupee 2 annas; and in the next place, from the column in Mr. Aylwin's statement of "charges of manufacture," including a large sum for the preventive service, which ought not in justice to be ascribed to the cost of production?—Precisely so.

7594. It appears that the retail sales amount to nearly one-fifth of the whole of the sales, and upon those retail sales there is a difference to the prejudice of the importer of

1 rupee and 2 annas per maund; how do you explain that?—It would be to the prejudice of the importer, if the imported salt could possibly find its way into the Bengal manufacturing districts; that, in Bengal we hold to be impossible; but I imagine, if the importer should wish to try it, there would be no great objection to allowing him to do so. Considering that the salt is manufactured at a cheap rate in those districts, and in large quantities, and that the imported salt must be carried there, generally in a round-about way, it is not likely, we think, that any importer would ever endeavour to carry his salt there, even at the low rate at which the Government is obliged to sell its salt on the spot. If, however, any importer were to wish to try the experiment, and if any plan were presented to the Government for that purpose, which would reasonably secure it against smuggling arising out of the transaction, I dare say there would be no difficulty in allowing the importer his full share of any advantage arising out of it.

7595. If the importer could import salt, paying a duty of only 1 rupee 6 annas, you think he could not compete with the Indian manufactured salt, on account of the cost of transit to those places where the Government was selling with a profit of 1 rupee 6 annas? —I think it very likely that he could not; I cannot imagine that he could; but if any importer thinks he could, and the experiment could be so tried, as to secure the Government fairly against the chance of increased smuggling arising out of the system, I imagine there would be no objection to allowing the experiment to be made. No importer has yet offered, or dreamed of making such an experiment; and it still remains to be shown whether any importer ever will.

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7643. Are you of opinion that the present system of retail sales of salt in the manufacturing districts of Bengal, at prices considerably lower than the price of manufacture, plus the duty, is in accordance with the resolution of the House of Commons' Committee in 1836?—I think it is in accordance with the spirit of the resolution. It is not strictly in accordance with the letter, but it is most perfectly in accordance with the spirit of the resolution, for the reasons which I gave before; namely, that the imported salt does not, in fact, and cannot, as I believe, come into competition with that salt in the manufacturing districts; and next, that the difference given up in those districts is, in fact, a charge of prevention; it prevents a great amount of smuggling, which under any other circumstances must take place in those districts, and which, to that extent, would displace an equal quantity of either manufactured or imported salt.

7644. Do you recollect that this question was considered by the Bengal Government? —I am not aware of any special consideration.

APPENDIX M.

Separate Papers relating to the Consumption of Salt per head.

No. 1.—Extract from Colebrooke's Remarks on the Husbandry and Internal Commerce of Bengal, printed at Calcutta, 1804, pages 20 to 22.

No. 2.—Memorandum by Mr. PARKER, dated July 9th, 1829, selected from the Records of the Salt Board.

Enclosure.

A. Statement exhibiting the result of the Inquiries instituted by the Board of Customs, Salt and Opium, with a view to ascertain the actual Consumption of Salt per head of several individuals and families of various ranks and incomes.

No. 3.—Extracts from a Paper entitled Contributions to the Statistics of Bengal,—Income, Expenditure, and Food,—By J. R. Bedford, Esq., Bengal Medical Staff.

Appendix M.—No. 1.

Extract from Colebrooke's Remarks on the Husbandry and internal Commerce of Bengal printed at Calcutta, 1804, pages 20 to 22.

3. Remains to compare the estimated population with the consumption. The food of an Indian is very simple; the diet of one is that of millions, namely, rice with split pulse, and salt to relieve its insipidity. Two and a-half ounces of salt, two pounds of split pulse, and eight pounds of rice, form the usual daily consumption of a family of five

persons in easy circumstances. Or, according to another estimate, four máns of rice, one mán of split pulse, and two and a-half sérs of salt, suffice for the monthly consumption of a family of six persons, consisting of two men, as many women, and the same number of children. Whence we deduce for the average consumption of salt in a year, five sérs, or ten pounds a head, according to either estimate; or, admitting a chatac a day for four persons, as is estimated where salt is moderately cheap, the annual consumption of each person is a little more than five and a half sérs, but less than twelve pounds. The annual sales of salt, under the monopoly of that article by Government, exceeded 35,00,000 máns, on an average of five years ending in 1793. The quantity, and the price for which it has been sold, have since been much increased; and it is certain, that no precautions can entirely prevent smuggling. The exports from Bengal into Assam and other contiguous countries, though not inconsiderable, are probably balanced by the contraband trade, and by the illegal manufacture of impure salt obtained from ashes, and from the mother of nitre. These impure sorts, which are deemed salutary, and even necessary for cattle, though not equally so for men, were often employed by retailers in adulterating sea-salt; and were also voluntarily consumed by the poor: probably they still are so, in some degree, though less than heretefore. The quantity of salt consumed in Bengal and Behar, certainly exceeds 40,00,000 máns, exclusive of Benares, the consumption of which is supplied by its own manufacture, joined with importations from Sambher and other places. That quantity, compared with a supposed population of thirty millions of people, would indicate an annual consumption of nearly eleven pounds a head: but if we suppose the population not to exceed twenty-four millions, we must then rate the average consumption of salt so high as fourteen pounds; which exceeds all experience in India, even where salt is cheapest.

Appendix M.—No. 2.

Memorandum by Mr. PARKER, dated July 9, 1829, selected from the Records of the Salt Board.

Without the most minute and patient inquiry, it is almost impossible to arrive at the real daily consumption of salt by a native in the middling or lower classes. Few think the cost of sufficient consequence to be remembered, from which a fair inference may be drawn that their expense for the article is not found very burthensome; neither do many of the rich families keep any accounts of the article, salt, generally professing to consider it as not worth a particular heading, but bringing it into their house accounts amongst sundries for the use of the kitchen. This, however, ought not to be considered extraordinary, as very few English families in Calcutta could explain what quantity of salt is consumed in their houses annually; and if we advert to England, we shall find a similar want of information on the subject very common there, in short it can only be in countries where salt is exorbitantly expensive and scarce, that it can ever become an object with each individual to keep a regular account of its cost. In Bengal, Behar, and Orissa, where the highest rate a man could pay for his whole year's supply has never amounted to more than one rupee, and does not amount now to above twelve annas, the small daily, or monthly, expenditure is neither felt, or thought of, even by the poorest class. This circumstance, however, stands very much in the way of our acquiring accurate information, except in instances where the regularity of some particular household or individual has led, as a matter of custom, to the keeping of a separate head in the bazaar accounts for salt, in all other cases the first answer a native gives to the query of how much salt do you consume per diem? is, "I dont know," the next "Andaz ek chittack"—about one chittack—if shown the quantity and told to speak more particularly to the point, he *thinks* he is able to eat about half a chittack. If told to state the quantity he brings daily from the bazaar, he says he does not know the weight of the salt which he obtains for his money, as he never weighed it, it is about a pie's worth of salt for himself and his family. He is requested to bring it, and then on its being weighed, it turns out, almost invariably, to be at the rate of a catcha, or quarter of a chittack per head per diem, for himself and those who eat with him. But the difficulty is not entirely overcome, for if he is further asked whether he consumes the entire supply during the day, he replies not always. I merely venture to advert to the above facts, in order to exemplify the difficulty of arriving at the truth, in any inquiry to ascertain the consumption of salt by individuals, without much perseverance and some management.

H. M. PARKER, *Secretary.*

Enclosure A.

STATEMENT exhibiting the result of the Inquiries instituted by the Board of Customs, Salt and Opium, with a view to ascertain the actual Consumption of Salt per head of several Individuals and Families of various Ranks and Incomes.

Nos.	Names of Heads of Families or Persons providing for their Associates.	Profession or Condition in Life.	Monthly Income of every description.	Persons in each Family.		Annual Consumption of Salt for the Family.	Annual Consumption of Salt per Head.	Remarks.
				Description.	No.			
			Sa.Rs. A. P.			Srs. Chs.	Srs. Chs.	
1	Ramkistno Chatterjee ..	Sircar in the employment of Messrs. Payne and Co. ..	7 0 0	Grown up Persons 3 / Children 3	6	24 0	4 0	
2	Buxoo Tindall provides for his associates ..	Tindall of a boat ..	64 0 0	Grown up ..	15	*91 1	6 $1\frac{2}{15}$	* These are grown men, in the prime of life, well paid, and living as well as a *Moosulmaun* manjee and dandees in a Government boat may be supposed to live; yet if the entire population of the rowannah provinces was Mohomedan and of this class, and if no allowance were made for the smaller consumption of women and children, how nearly our calculations of average annual consumption would be correct.
3	Gooroopersaud Seit	Sircar	35 0 0	Persons ..	15	86 10	5 $12\frac{2}{5}$	
4	Moheschunder Ghose ..	.. .. ..	20 0 0	Persons ..	7	46 15	6 $11\frac{1}{5}$	
5	Keaumuddy (*a*)	Peon	5 0 0	Grown up 3 / Children 3	6	12 0	2 0	(*a*) This individual was particularly asked whether he did not desire a larger supply of salt, to which question he replied in the negative.
6	Ramkissore	Weaver	5 0 0	Grown up ..	2	12 0	6 0	
7	Khodabuksh	Nychabund or hookah snake-maker ..	4 0 0	Grown up 3 / Child 1	4	12 0	3 0	
8	Nusseeram Mookerjee (*b*) ..	Brahmin	4 0 0	Grown up ..	2	15 0	7 8	(*b*) This person, it will be observed, has the same family and a smaller income than No. 6, yet he consumes a larger quantity of salt.
9	Bissonath Motee Lall (*c*) ..	Darogah of the salt golahs and zemindar	3,000 0 0	Grown up .. / Children ..	46 / 2	288 0	6 0	(*c*) Exclusive of what is expended at feasts given to Brahmins; but of course those persons, while eating salt at the house of the entertainer, consume none at home. This information is from the account books of the family.
10	Gooie	Tailor	6 0 0	Grown up ..	3	21 0	7 0	
				Carried over..				

Enclosure A.—Statement, &c.—*continued.*

Nos.	Names of Heads of Families or Persons providing for their Associates.	Profession or Condition in Life.	Monthly income of every description.	Persons in each Family. Description.	No.	Annual Consumption of Salt for the Family.	Annual Consumption of Salt per Head.	Remarks.
			Sa.Rs. A. P.	Brought over..		Srs. Chs.	Srs. Chs.	
11	Rampersaud Doss	Translator	200 0 0	Grown up ..	14	120 0	6 0	
				Children ..	6			
12	Ram Doss, with 9 others ..	Bearers	48 0 0 for the 10 persons	Grown up ..	10	45 0	4 8	
13	Baboo Dwarkanath Tagore (*d*)	Dewan and zemindar ..	18,000 0 0	Grown up	55	450 0	6 $6\frac{4}{7}$	(*d*) On this statement entire reliance may be placed. The account books of the family were submitted for inspection, and the result quoted shows the total supply of salt for all the consumption and waste of an opulent household, without making any reduction for the proportion expended in entertainments to friends and visitors, which should in fact (with a view to show the real amount per head used in the family) be deducted from the 450 seers, if the quantity could be ascertained.
				Children	15			
14	Wasil, eats with 5 others (*e*).	Sayce	30 0 0 for the 6 persons.	Grown up ..	6	45 0	7 8	(*e*) In this case, the individual was brought in as he was returning from the Bazaar, with the salt for himself and the other Sayces; it was weighed and found to amount to exactly 2 chittacks, which he explained was an ample daily supply when they eat meat, but more than sufficient when they did not eat meat, in which case the remainder was reserved for the succeeding day's consumption.
15	Junglee	Sweeper	12 0 0 including wages for his wife.	Grown up 3	4	24 0	6 0	
				Child 1				
16	Golaum Daood	Jemadar	13 0 0	Grown up 6	9	36 0	4 0	
				Children 3				
17	Bissonauth Bhuttacharjee ..	Sircar	30 0 0	Unknown* ..	20	123 0	6 2	* By unknown is meant that the number of grown-up persons and the number of children has not been ascertained.
18	Kissen Mookerjee	Ditto	12 0 0	Grown up 15	20	112 8	5 10	
				Children 5				
				Carried over..				

Enclosure A.—Statement, &c.—*continued.*

Nos.	Names of Heads of Families or Persons providing for their Associates.	Profession or Condition in Life.	Monthly Income of every description.	Persons in each Family.		Annual Consumption of Salt for the Family.	Annual Consumption of Salt per Head.	Remarks.
				Description.	No.			
			Sa.Rs. A. P.			Srs. Chs.	Srs. Chs.	
				Brought over..				
19	Cassinath Mullick (*f*) ..	One of the most opulent families in Calcutta	50,000 0 0	Unknown ..	30	240 0	8 0	(*f*) In this instance, the large expenditure arises from the caste of the family, which compels them at their feasts to present each guest separately with salt, instead of having it used in dressing the dishes provided for the entertainment.
20	Ramdhun Mookerjee.. ..	Banyan	300 0 0	Ditto	13	96 0	7 $6\frac{1}{8}$	
21	Ramjee bearer and his set ..	Bearers, 6 in number ..	30 0 0 amongst the set.	Grown up ..	6	36 0	6 0	
22	Sonahoollah	Bookbinder	6 0 0	Unknown ..	10	45 0	4 8	
23	Gourchund Banerjee.. ..	Sheriff's dewan and zemindar ..	2,000 0 0	Ditto	70	480 0	6 $13\frac{1}{7}$	
24	Ramtonoo Buttachaj (*g*) ..	Pundit in Bow Bazaar ..	..	..	..	..	..	(*g*) This individual receives young men, whom he boards and lodges as scholars; he delivers the allowance of salt on a fixed day, once a week, to each pupil; the quantity is 2 chittacks for the weekly consumption, making 8 chittacks per month, or 6 seers per annum per head.
25	Aununda Sein	Cabinet maker	Unknown ..	Unknown ..	20	108 0	5 $6\frac{2}{5}$	
26	Bhugwant Oollah	Moonshee	15 0 0	Grown up 13 Children 4	17	85 15	5 1	
27	Aymut Oollah	Peon	4 0 0	Grown up ..	1	5 11	5 11	
28	Loochun	Tannadar, with 3 naibs, and 36 chowkeydars, who all feed together at chowkey No. 10 ..	184 0 0	Grown up ..	40	273 12	6 $13\frac{1}{2}$	
29	Teen Cowry and others ..	Fishermen, sellers of vegetables, coolies, petty tradesmen, and others in the Barra Bazar ..	Uncertain.	Grown up persons	60	342 0	5 11	
30	Parbuttychurn Banerjee ..	Formerly opium dewan and zemindar..	1,500 0 0	Grown up 46 Children 9	55	273 12	4 $15\frac{1}{2}$	
				Carried over..				

Enclosure A.—Statement, &c.—*continued.*

Nos.	Names of Heads of Families or Persons providing for their Associates.	Profession or Condition in Life.	Monthly income of every description.	Persons in each Family. Description.	No.	Annual Consumption of Salt for the Family.	Annual Consumption of Salt per Head.	Remarks
			Sa.Rs. A. P.	Brought over..		Srs. Chs.	Srs. Chs.	
31	Gunganarain Biswas.. ..	Writer	Unknown ..	Grown up 8, Children 2	10	57 0	5 10 1/5	
32	Gunganarain Ghose	Ship sircar	30 0 0	Grown up ..	4	22 13	5 11 1/4	
33	Ramdhun Doss	Writer in Mr. Attorney Wodsworth's office	55 0 0	Grown up 18, Children 13	31	157 8	5 14 1/3	The whole of the above information has been obtained from individuals selected from all classes indiscriminately—none of whom had the slightest reason for returning a wilfully incorrect answer to the questions proposed—with a single exception, they were unanimous in declaring that they could not consume a larger quantity of salt if delivered to them for nothing. The rich and middling classes indeed have so little cause to care for the price of the article, that they would scarcely be constrained from consuming to the utmost required extent by the difference between purchasing or obtaining salt as a free gift.
				Total ..	634	3,787 8	0 0	
				Average per head per annum ..	..	..	5 15 9/16	
	Scholars of the Free School*				279	919 0	3 4 2/3	* This statement, though undoubtedly accurate, as it is taken from the books of the establishment, is not inserted in the body of the account, or allowed to form a portion of the average, as it might be objected that it referred only to the quantity of salt consumed by children. But, if it be considered that very many of the scholars are beyond the age of childhood, and if the regularity and description of these meals be taken into account, it will not appear improbable that the same number of native adults amongst the labouring classes would not consume a much larger quantity of salt.

Board of Customs, Salt and Opium, July 9, 1829.

H. M. Parker, *Secretary.*

Appendix M.—No. 3.

Extracts from a Paper entitled Contributions to the Statistics of Bengal, Income, Expenditure, and Food. By J. R. Bedford, Esq., Bengal Medical Staff.

The relation between income and expenditure existing in any given community, affords a fair index to the soundness of its condition, and general prosperity. If the average rate of labour be such as to provide all able-bodied men and their families with a sufficiency of food, clothing, and shelter, it must be conceded that such a population is in the possession of some of the primary, if not most important, elements of happiness, as applicable to a certain stage of civilisation.

It has been, and is, the custom to represent the peasant-inhabitant of Bengal as weighed down by the pressure of land taxation to a point at which he can barely support life. That great suffering occasionally arises from the local deficiency of the staple article of food, must be conceded, but such is due to imperfect means of intercommunication, rather than inability to meet its average cost. As far as my own experience goes, the average income of the Bengal peasantry, by which term I desire to express small landed proprietors, day-labourers, and the general mass of the people, suffices for all the necessary outlay of their position. It is an incontrovertible fact that debt largely prevails, but this would appear to be due rather to the enormous rate of interest which is taken, and the comparatively excessive sums lavished on occasional ceremonies, than upon any actual necessity, in regard to the necessaries of life.

Desirous of attempting some analysis of the condition of the people, I constructed the following table, when in charge of the Civil Station of Chittagong. The subjects of inquiry were, patients attending the dispensary. Their ailments were first attended to, and the facts tabulated below, obtained by inquiry immediately afterwards, through the zealous assistance of Bábu Buddináth Brimo, the Sub-Assistant Surgeon.

They are not offered as absolute truths. Those who have had any practical experience of the great difficulty of making statistical inquiries in Bengal, will fully understand how far they may deviate from correctness. But examining the facts here noted, seriatim, I think sufficient intrinsic evidence of their reliability will be found to confer upon them the character of approximate truths. The table comprehends every ordinary item of expenditure, except that incurred on account of live-stock, which has been accidentally omitted, and the probable amount of which must of course be deducted from the balance when in favour.

With the view of rendering the questions, and consequent information, as clear as possible, it was agreed that the inquiry should embrace the condition of its subjects during the past twelve months only.

TABLE exhibiting the Monthly Income and Expenditure of 100 Families in Zillah Chittagong, Bengal, 1849, in Rupees, Annas, and Pies.

	Name.	Caste.	Employment.	Number of Dependents. Wife.	Children	Brothers &c.	Income per Month. Husband	Wife.	Other Members of Family.	Monthly Produce of Land.	Total.	No. of Live Stock.	Monthly Expenditure of whole Family. Rice.	Dhal.	Salt.	Fish.	Meat.	Pepper and Spices.	Vegetables.	Milk.	Fuel.	Tobacco.	Oil.	Clothing.	Schooling.	Rent of House.	Rent of Land.	Total.	Balance.	Is supply of Salt sufficient?
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
							R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.		R. A. P.	R. A. P.	R. A. P.	R. A. P.	R.A.	R. A. P.	R. A. P.	R.A.P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	R. A. P.	
	Abdoolgooney ...	M.	Ropemaker	1	...	2	5 0 0	...	...	...	5 0 0	2 Cows	2 8 0	0 1 0	0 3 0	0 12 0	...	0 5 0	0 8 0	...	...	0 2 6	0 4 0	0 7 0	...	...	...	5 2 6	*0 2 6	Yes
	Rohomut Ally ...	M.	Ryot ...	1	4	...	3 0 0	0 8 0	0 12 0	...	4 4 0	...	1 8 0	0 2 0	0 4 0	0 6 0	...	0 3 0	0 2 0	...	...	0 2 0	0 2 0	0 8 0	...	0 1 0	0 0 9	3 6 9	0 13 3	Ditto
	Magun Ally ...	M.	Servant ...	...	...	5	1 0 0	...	3 5 0	0 4 0	4 9 0	2 Cows	2 0 0	0 1 0	0 3 0	0 2 0	...	0 1 0	0 3 0	...	...	0 1 6	0 2 0	0 4 0	...	0 0 3	0 0 3	3 5 0	1 4 0	Ditto
	Cassim Ally ...	M.	Ryot ...	2	4	...	4 0 0	0 2 0	...	0 10 6	4 12 6	5 Cows	3 12 0	0 1 0	0 4 0	0 2 6	...	0 1 0	0 1 0	...	...	0 4 0	0 2 0	0 8 0	...	0 1 0	1 11 6	7 2 0	*2 5 6	Ditto
5	Samud Ally ...	M.	Ditto ...	1	1	...	1 0 0	0 3 0	...	1 14 0	3 1 0	2 Cows	1 0 0	...	0 3 0	0 1 0	...	0 3 0	0 4 0	...	...	0 1 0	0 0 6	0 4 0	...	0 0 6	1 0 0	3 1 0	...	Ditto
	Wozir Ally ...	M.	Peon ...	...	...	4	4 0 0	...	0 3 0	2 0 0	6 3 0	...	1 8 0	0 1 0	0 2 0	0 2 0	...	0 3 0	0 3 0	...	0 2 0	0 1 0	0 1 6	0 3 0	...	...	0 4 0	2 15 0	3 4 0	Ditto
	Callo	M.	Ryot ...	1	3	5	3 0 0	0 5 0	0 11 0	...	4 0 0	4 Cows	2 0 0	...	0 8 0	0 2 0	...	0 3 0	...	...	...	0 1 0	0 0 6	0 4 0	...	0 1 0	1 1 0	4 7 6	*0 7 6	Ditto
	Kistomungul ...	H.	Ditto ...	1	2	1	3 8 0	...	...	1 8 6	5 0 6	...	2 0 0	0 1 6	0 1 0	0 4 0	...	0 3 6	...	...	0 2 0	0 1 0	0 1 6	0 7 0	...	0 0 6	0 12 0	4 4 6	0 12 0	Ditto
	Tumu	M.	Cooly ...	1	...	3	3 0 0	0 4 0	2 0 0	0 3 0	5 7 0	...	1 4 0	0 3 0	0 2 0	0 4 0	...	0 1 0	0 4 0	...	...	...	0 2 0	0 4 0	...	0 0 6	0 3 0	2 14 6	2 8 6	Ditto
10	Meahjan	M.	Manjee ...	1	...	...	3 0 0	0 4 0	...	0 4 0	3 8 0	12 Cows	1 0 0	0 1 0	0 2 0	0 2 0	...	0 2 0	0 4 0	0 2 0	...	0 1 0	0 1 0	0 4 0	...	0 0 6	0 1 0	2 4 6	1 3 6	Ditto
	Hyder Ally ...	M.	Cooly ...	1	3	...	2 8 0	0 3 0	0 12 0	...	3 7 0	1 Cow	1 8 0	...	0 2 0	0 2 0	...	0 2 6	0 2 0	...	...	0 1 0	0 1 0	0 3 0	...	0 0 6	0 6 0	2 11 6	0 11 6	Ditto
	Dwan Ally ...	M.	Ditto ...	1	2	1	4 0 0	1 2 0	0 6 0	0 2 6	5 10 6	...	1 8 0	...	0 2 0	0 8 0	...	0 2 0	0 8 0	...	...	0 3 0	0 1 0	0 3 0	...	0 0 6	1 0 0	4 3 6	1 7 0	Ditto
	Azgur Ally ...	M.	Ditto ...	1	1	1	...	0 4 0	0 3 0	1 3 6	1 10 6	...	1 0 0	...	0 1 0	0 1 0	...	0 1 0	0 1 0	...	...	...	...	0 2 0	...	0 0 6	0 12 0	2 2 6	*1 8 0	Ditto
	Amud Ally ...	M.	Ryot ...	1	...	2	2 0 0	...	4 0 0	...	6 0 0	2 Cows	1 0 0	0 1 0	0 4 0	0 8 0	...	0 4 6	0 1 0	0 8 0	0 4 0	0 2 0	0 4 0	0 5 0	...	0 1 0	...	3 10 6	2 5 6	Ditto
15	Ahamud Ally ...	M.	Tindal ...	1	...	3	8 0 0	...	...	...	8 0 0	...	1 0 0	...	0 2 0	1 0 0	...	0 3 0	0 2 0	0 1 0	...	0 2 0	0 2 0	0 6 0	...	0 0 6	0 1 3	3 3 9	4 12 3	Ditto
	Mahomed Hossen	M.	Ryot ...	2	2	1	4 0 0	1 0 0	...	0 0 9	5 0 9	3 Cows	2 4 0	0 0 6	0 4 6	1 0 0	...	0 6 0	0 4 0	0 6 0	...	0 1 0	0 4 0	0 2 0	...	0 1 0	0 0 3	5 0 9	0 0 0	Ditto
	Rohomut Olla ...	M.	Ditto ...	1	...	7	7 0 0	0 8 0	...	...	7 8 0	...	3 0 0	...	0 2 0	0 2 0	...	0 10 0	0 4 0	...	...	0 2 0	0 4 0	0 5 0	...	0 1 0	0 9 0	5 7 0	2 1 0	Ditto
	Suffer Ally ...	M.	Bhisty ...	...	...	1	2 8 0	...	0 8 0	...	3 0 0	...	1 0 0	0 2 0	0 1 0	0 2 6	...	0 1 0	0 4 0	...	0 4 0	0 2 0	0 2 0	0 4 0	...	0 0 6	0 0 6	2 7 6	0 8 6	Ditto
	Abdool Ally ...	M.	Ropemaker	1	1	3	5 0 0	0 4 0	...	0 9 0	5 13 0	...	2 0 0	0 2 0	0 2 0	0 8 0	...	0 1 0	0 4 0	0 8 0	...	0 4 0	0 3 0	0 6 0	...	0 0 6	0 2 0	4 0 6	1 12 6	Ditto
20	Teluck	H.	Dobey ...	1	...	2	5 0 0	...	4 0 0	...	9 0 0	...	2 0 0	...	0 2 0	1 14 0	...	0 2 0	0 8 0	...	1 0 0	0 8 0	0 8 0	0 2 0	...	0 1 0	0 1 3	7 6 3	1 9 9	Ditto
	Woomed Ally ...	M.	Cooly ...	1	...	...	1 8 0	0 2 0	...	0 6 0	2 0 0	2 Cows	1 4 0	...	0 1 0	...	...	0 2 0	0 1 0	...	...	...	0 0 6	0 2 0	...	...	0 0 9	1 1 2 0	0 4 6	Ditto
	Annu	M.	Ryot ...	1	2	6	2 0 0	...	2 0 0	2 0 0	6 0 0	1 Cows	2 0 0	0 1 0	0 4 0	0 4 0	...	0 8 0	0 4 0	...	0 1 6	0 2 0	0 2 0	0 5 0	...	0 2 0	1 4 0	5 5 6	0 10 6	Ditto
	Cally Doss ...	H.	Bearer ...	1	...	5	2 0 0	...	2 0 0	2 10 0	6 10 0	Buffalo	1 0 0	...	0 4 0	0 4 0	...	0 4 0	0 8 0	...	...	0 2 0	0 2 0	0 4 0	...	0 1 0	2 6 0	5 3 0	1 7 0	Ditto
	Sooker Mahomed	M.	Chowkeydar	1	1	...	2 8 0	0 8 0	...	0 1 0	3 1 0	...	1 0 0	...	0 1 0	0 4 0	...	0 4 0	0 2 0	...	0 1 0	0 1 0	0 5 0	0 1 0	...	0 0 6	0 0 9	2 4 3	0 12 9	Ditto
25	Tazu	M.	Shopkeeper	...	...	2	2 0 0	...	2 0 0	1 8 0	5 8 0	...	1 8 0	0 1 0	0 2 0	0 8 0	...	0 4 0	0 2 0	...	0 4 0	0 1 6	0 1 6	0 8 0	...	0 0 9	...	3 8 9	1 15 3	Ditto
	Sookloll	H.	Priest ...	1	1	1	15 0 0	...	...	...	15 0 0	1 Cow	2 0 0	0 4 0	0 2 0	1 0 0	0 1 0	0 1 0	0 4 0	...	0 8 0	0 8 0	0 8 0	1 4 0	...	0 1 0	...	6 10 0	8 6 0	Ditto
	Acbur Ally ...	M.	Bricklayer	1	2	3	3 0 0	0 8 0	...	...	3 8 0	...	1 8 0	...	0 1 0	0 2 0	...	0 1 6	0 1 0	...	...	0 0 9	0 1 0	0 3 0	...	...	0 1 0	2 3 3	1 4 3	Ditto
	Nazam Ally ...	M.	Ryot ...	...	...	3	3 0 0	...	1 0 0	0 10 0	4 10 0	2 Cows	2 8 0	...	0 2 0	...	...	0 2 0	0 2 0	...	...	...	0 1 0	0 4 0	...	0 0 6	0 8 0	3 11 6	0 14 6	Ditto
	Latuah	M.	Servant ...	...	...	1	2 0 0	...	1 6 0	...	3 6 0	...	1 4 0	...	0 2 0	0 4 0	...	0 1 6	0 2 0	...	...	0 1 0	0 1 0	0 1 0	...	...	...	2 0 6	1 5 6	Ditto
30	Muddunneah ...	M.	Cooly ...	...	...	1	1 0 0	...	1 0 0	1 0 0	3 0 0	...	1 0 0	...	0 2 0	0 1 0	...	0 1 0	0 2 0	...	...	0 1 0	0 1 0	0 1 0	...	0 0 3	0 8 0	2 1 3	0 14 9	Ditto
	Hasseneah ...	M.	Ditto ...	1	3	...	3 0 0	0 2 0	...	...	3 2 0	...	1 0 0	...	0 1 0	0 4 0	...	0 1 6	0 4 0	...	...	0 0 9	0 1 0	0 4 0	...	0 1 0	0 0 6	2 1 9	1 0 3	Ditto
	Samud Ally ...	M.	Shopkeeper	1	...	...	4 0 0	...	...	...	4 0 0	...	1 0 0	0 1 0	0 1 0	0 1 0	...	0 7 0	0 2 0	...	0 2 0	0 2 0	0 8 0	0 8 0	...	0 2 0	0 0 6	3 6 6	0 9 6	Ditto
	Hassan Ally ...	M.	Syce ...	1	...	4	3 0 0	...	1 8 0	0 2 0	4 10 0	...	2 0 0	0 1 6	0 4 0	0 4 0	...	0 3 0	0 2 0	...	...	...	0 2 0	0 2 0	...	0 1 0	0 0 6	3 9 0	1 1 0	Ditto
	Mahomed Cassim	M.	Chowkeydar	1	1	2	3 8 0	0 4 0	...	0 6 9	4 2 9	...	2 0 0	0 1 0	0 2 0	0 6 0	...	0 1 3	0 4 0	...	0 3 0	0 2 0	0 4 0	0 4 6	...	0 1 0	0 6 0	4 2 9	...	Ditto
35	Samud Ally ...	M.	Ryot ...	1	4	7	4 0 0	...	1 0 0	0 8 0	5 8 0	3 Cows	3 0 0	0 4 0	0 6 0	0 2 0	...	0 4 0	0 8 0	...	0 4 0	0 8 0	0 1 0	0 10 0	...	0 2 6	0 2 0	6 3 6	*0 11 6	Ditto
	Hamza	M.	Syce ...	...	...	4	5 0 0	...	0 4 0	1 4 0	6 8 0	4 Cows	1 12 0	0 4 0	0 2 0	0 4 0	...	0 2 0	0 3 0	...	...	0 2 0	0 5 0	0 12 0	...	0 1 3	0 9 0	4 8 3	1 15 9	Ditto
	Chunder Sing ...	H.	Burcundaz	1	1	...	4 0 0	0 4 0	...	...	4 4 0	...	1 0 0	0 4 0	0 2 0	0 2 0	...	0 2 0	0 2 0	...	...	...	0 1 0	0 4 0	...	0 1 6	0 10 0	2 12 6	1 7 6	Ditto
	Cally Doss ...	H.	Cooly ...	1	...	3	2 0 0	0 3 0	...	0 8 0	2 11 0	2 Cows	2 0 0	...	0 3 0	...	...	0 2 0	0 2 0	...	...	0 1 0	0 2 0	0 4 6	...	0 0 6	0 4 0	3 3 0	*0 8 0	Ditto
	Ramkanno ...	H.	Ditto ...	...	...	4	2 0 0	...	4 0 0	0 2 0	6 2 0	...	1 8 0	0 0 6	0 4 0	0 3 0	...	0 4 0	0 2 0	...	...	0 0 9	0 1 0	0 4 0	...	0 0 9	0 1 6	2 13 6	3 4 6	Ditto
40	Futtey Ally ...	M.	Ditto ...	1	3	...	3 0 0	0 4 0	...	0 2 0	3 6 0	...	2 0 0	...	0 2 0	...	...	0 4 0	0 2 0	...	...	0 2 0	0 1 0	0 4 0	...	0 0 9	0 1 0	3 0 9	0 5 3	Ditto
	Toofan Ally ...	M.	Servant ...	1	4	...	3 0 0	...	...	0 8 0	3 8 0	...	1 4 0	0 1 0	0 2 0	0 2 0	...	0 4 0	0 1 6	...	...	0 1 0	0 1 0	0 6 0	...	0 2 0	0 2 0	2 10 0	0 14 0	Ditto
	Muttey Jan ...	M.	Ryot ...	...	...	5	4 0 0	...	3 11 0	...	7 11 0	2 Cows	2 8 0	0 1 6	0 2 0	1 0 0	...	0 12 0	0 2 0	...	...	0 2 0	0 4 0	0 4 0	...	0 4 0	0 0 3	5 7 9	2 3 3	Ditto
	Hassan Beck ...	M.	Servant ...	1	...	...	3 0 0	...	...	...	3 0 0	...	1 0 0	0 4 0	0 2 6	...	...	0 9 0	0 4 0	...	...	...	0 4 0	0 2 0	...	0 2 0	0 0 9	2 11 9	0 4 3	No
	Amzut Ally ...	M.	Ditto ...	1	1	6	3 0 0	0 12 0	4 0 0	0 1 0	8 0 0	1 Cow	1 10 0	...	0 2 0	0 4 0	...	0 6 0	0 4 0	...	0 1 0	0 2 0	0 6 0	0 12 0	...	0 4 0	0 1 0	4 4 6	3 11 6	Yes
45	Assud	M.	Ryot ...	1	1	1	3 0 0	0 5 0	...	1 14 0	5 3 0	3 Cows	1 8 0	...	0 4 0	...	...	0 6 0	0 2 0	...	...	0 5 0	0 2 0	0 5 0	...	0 1 0	0 0 9	3 10 0	1 9 0	Ditto
	Wally	M.	Burcundaz	1	...	5	2 12 0	...	1 8 0	0 4 0	4 8 0	...	2 0 0	...	0 2 0	...	...	0 5 0	...	...	...	0 1 6	0 4 0	0 5 0	...	0 2 0	0 1 9	3 5 3	1 2 9	Ditto
	Abdool Ally ...	M.	Boatman ...	...	...	3	5 0 0	...	8 0 0	0 1 0	13 1 0	3 Cows	2 0 0	...	0 2 0	0 8 0	...	0 8 0	0 1 0	...	...	0 1 0	0 4 0	0 5 0	...	0 2 0	0 0 3	3 15 3	9 1 9	Ditto
	Noor Mahomed ...	M.	Servant ...	1	5	...	2 8 0	0 2 0	...	...	2 10 0	...	1 0 0	...	0 1 0	0 6 0	...	0 2 0	0 2 0	...	...	0 4 0	0 8 0	0 2 0	...	...	...	2 9 0	0 1 0	Ditto
	Fakir Mahomed ...	M.	Ryot ...	1	...	3	6 0 0	0 4 0	...	1 0 0	7 4 0	6 Cows	2 0 0	...	0 4 0	0 2 0	...	0 4 0	0 4 0	...	0 8 0	0 2 0	0 4 0	0 4 0	...	0 0 6	0 8 0	4 8 6	2 11 6	Ditto
50	Ramdoss	H.	Fisherman	1	2	1	4 8 0	...	...	...	4 8 0	...	1 8 0	0 4 0	0 4 0	...	...	0 3 0	0 4 0	...	0 4 0	0 2 0	...	...	...	0 1 6	0 2 0	3 4 6	1 3 6	Ditto

* Balance against.

Table exhibiting the Monthly Income and Expenditure of 100 Families in Zillah, Chittagong, Bengal, 1849, in Rupees, Annas, and Pies—*continued.*

	Name.	Caste.	Employment.	Number of Dependents. Wife.	Children	Brothers, &c.	Income per Month. Husband.	Wife.	Other Members of Family.	Monthly Produce of Land.	Total.	No. of Live Stock.	Monthly Expenditure of whole Family. Rice.	Dhal.	Salt.	Fish.	Meat.	Pepper and Spices.	Vegetables.	Milk.	Fuel.	Tobacco.	Oil.	Clothing	Schooling.	Rent of House.	Rent of Land.	Total.	Balance.	Is supply of Salt sufficient?
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
	Ramdhun... ...	H.	Shopkeeper	...	...	2	R. A. P. 6 0 0	R. A. P. ...	R. A. P. ...	R. A. P. ...	R. A. P. 6 0 0	...	R. A. P. 1 0 0	R. A. P. ...	R. A. P. 0 2 0	R. A. P. 0 4 0	...	R. A. P. 0 1 0	R. A. P. 0 4 0	R. A. P. ...	R. A. P. 0 6 0	R. A. P. 0 8 0	R. A. P. ...	R. A. P. 0 4 0	R. A. P. ...	R. A. P. 0 1 6	R. A. P. 0 2 0	R. A. P. 3 0 0	R. A. P. 3 0 0	Yes
	Abdool	M.	Ryot ...	...	...	3	2 8 0	...	2 0 0	1 2 0	5 10 0	4 Cows	2 0 0	...	0 2 0	0 2 0	...	0 3 0	0 2 0	...	...	0 1 6	0 1 6	0 3 0	...	0 1 0	0 8 0	3 8 0	2 2 0	Ditto
	Rumjan	M.	Ditto ...	1	3	1	2 8 0	...	...	3 4 0	5 12 0	5 Cows	1 8 0	...	0 2 0	0 4 0	...	0 1 6	0 2 0	...	...	...	0 1 0	0 4 0	...	0 0 9	2 8 0	4 15 3	0 13 9	Ditto
	Brojonath ...	H.	Fisherman	...	...	2	2 0 0	...	0 8 0	...	2 8 0	...	1 8 0	...	0 1 0	...	...	0 2 0	0 2 0	...	...	0 3 0	0 1 0	0 1 0	...	...	0 0 6	2 2 6	0 5 6	Ditto
55	Puncharam ...	H.	Chowkeydar	1	1	1	3 0 0	...	...	0 2 0	3 2 0	2 Cows	1 0 0	0 2 0	0 2 0	0 4 0	...	0 2 0	0 2 0	...	0 4 0	0 2 0	0 4 0	0 4 0	...	0 0 6	0 6 0	3 0 6	0 1 6	Ditto
	Meahjan	M.	Peon ...	1	1	2	3 0 0	0 8 0	...	2 12 0	6 4 0	3 Cows	1 8 0	0 4 0	0 4 0	0 4 0	...	0 4 0	0 8 0	...	...	0 2 0	0 8 0	0 4 0	...	0 1 0	2 0 0	5 13 9	0 5 0	Ditto
	Tooliseyram ...	H.	Weaver ...	1	3	...	4 0 0	...	...	...	4 0 0	...	1 0 0	0 2 0	0 4 0	0 4 0	...	0 2 0	0 4 0	...	0 2 0	0 1 0	0 1 0	0 6 0	...	0 1 0	0 1 6	2 12 6	1 8 6	Ditto
	Raj Chunder ...	H.	Peon ...	...	...	8	4 0 0	...	7 0 0	...	11 0 0	8 Cows	3 0 0	0 8 0	0 6 0	0 8 0	...	0 6 0	0 8 0	...	1 0 0	0 4 0	0 6 0	2 0 0	...	...	0 2 0	9 0 0	2 0 0	Ditto
	Bachagazy ...	M.	Ryot ...	1	1	9	3 0 0	0 8 0	4 0 0	1 4 0	8 12 0	8 Cows	4 0 0	...	0 8 0	0 8 0	...	0 8 0	0 8 0	...	...	0 8 0	0 8 0	0 8 0	...	0 1 0	1 0 0	8 8 0	0 4 0	Ditto
60	Mahomed Rokey	M.	Ditto ...	1	5	2	6 8 0	0 8 0	...	2 8 0	9 8 0	2 B. 4 C.	4 0 0	0 1 0	0 8 0	0 8 0	...	0 6 0	0 4 0	...	...	0 2 0	0 2 0	0 8 0	...	0 1 0	2 8 0	9 0 0	0 8 0	Ditto
	Torraleu	M.	Cooly ...	...	...	1	1 4 0	...	...	...	1 4 0	...	0 12 0	...	0 1 0	0 1 0	...	0 1 0	0 2 0	...	...	0 1 0	...	0 2 0	...	...	...	1 4 0	...	Ditto
	Kurimbux	M.	Ryot ...	1	...	2	3 0 0	0 4 0	1 4 0	0 4 0	4 12 0	2 Cows	1 8 0	...	0 2 0	0 4 0	...	0 3 0	0 4 0	...	...	0 2 0	0 1 0	0 3 0	...	0 1 0	0 1 0	3 0 0	1 12 0	Ditto
	Dhongazy... ...	M.	Ditto ...	2	3	2	4 0 0	0 4 0	2 8 0	0 8 0	7 4 0	3 Cows	2 8 0	...	0 6 0	0 8 0	...	0 6 0	0 4 0	...	...	0 4 0	0 2 0	0 4 0	...	0 1 0	1 0 0	5 11 0	1 9 0	Ditto
	Hurrihur	H.	Ditto ...	1	1	2	3 0 0	0 2 0	1 4 0	0 4 0	4 10 0	2 Cows	2 0 0	...	0 4 0	0 4 0	...	0 3 0	0 4 0	...	0 2 0	0 2 0	0 2 0	0 4 0	...	0 1 0	0 6 0	4 0 0	0 10 0	Ditto
65	Rohim Khan ...	M.	Cooly ...	1	...	1	2 0 0	0 4 0	...	...	2 4 0	...	1 8 0	...	0 2 0	0 2 0	...	0 2 0	0 3 0	...	...	0 1 0	...	0 2 0	...	...	...	2 4 0	...	Ditto
	Jenat Olla ...	M.	Ditto ...	...	...	2	1 4 0	...	1 4 0	...	2 8 0	...	1 8 0	...	0 2 0	0 3 0	...	0 3 0	0 2 0	0 0 6	0 2 0	0 2 0	0 2 0	0 2 0	...	0 0 6	0 1 0	2 8 0	...	Ditto
	Cummer Ally ...	M.	Ryot ...	1	1	3	3 0 0	...	2 0 0	0 8 0	5 8 0	4 Cows	2 8 0	0 2 0	0 6 0	0 4 0	...	0 4 0	0 4 0	...	...	0 3 0	0 2 0	0 4 0	...	0 1 0	0 6 0	4 12 0	0 12 0	Ditto
	Suker Mahomed...	M.	Peon ...	1	2	...	3 0 0	0 4 0	...	...	3 4 0	1 Cow	1 8 0	...	0 2 0	0 4 0	...	0 2 0	0 4 0	...	0 2 0	0 2 0	0 2 0	0 4 0	...	0 0 6	0 1 6	3 0 0	0 4 0	Ditto
	Basseyram ...	H.	Ditto ...	1	1	1	4 0 0	...	...	0 4 0	4 4 0	2 Cows	2 0 0	...	0 4 0	0 4 0	...	0 3 0	0 8 0	...	...	0 2 0	0 2 0	0 4 0	...	0 1 0	0 2 0	3 14 0	0 6 0	Ditto
70	Buker Ally ...	M.	Cooly ...	...	...	1	2 0 0	...	1 4 0	...	3 4 0	...	1 4 0	...	0 2 0	0 2 0	...	0 2 0	0 4 0	...	...	0 1 0	0 1 0	0 2 0	...	0 0 6	0 1 6	2 4 0	1 0 0	Ditto
	Mahomed Hossen	M.	Ryot ...	1	2	2	3 8 0	0 3 0	2 0 0	2 8 0	8 3 0	4 Cows	2 8 0	0 2 0	0 6 0	0 8 0	...	0 6 0	0 8 0	...	...	0 4 0	0 3 0	0 6 0	...	0 1 0	1 0 0	6 4 0	1 15 0	Ditto
	Prosnudram ...	H.	Ditto ...	1	1	2	4 0 0	...	2 8 0	0 12 0	7 4 0	3 Cows	2 8 0	...	0 6 0	0 6 0	...	0 5 0	0 8 0	...	...	0 2 0	0 2 0	0 4 0	...	0 1 0	0 10 0	5 4 0	2 0 0	Ditto
	Cassim Ally ...	M.	Cooly ...	1	1	...	2 8 0	0 2 0	...	...	2 10 0	...	1 8 0	...	0 3 0	0 4 0	...	0 3 0	0 2 0	...	...	0 1 0	0 0 6	0 2 0	...	0 0 6	0 1 0	2 9 0	0 1 0	Ditto
	Womed Ally ...	M.	Ryot ...	1	2	3	3 0 0	...	1 4 0	1 8 0	5 12 0	5 Cows	2 8 0	...	0 5 0	0 8 0	...	0 4 0	0 8 0	...	...	0 3 0	0 2 0	0 6 0	...	0 1 0	0 8 0	5 5 0	0 7 0	Ditto
75	Dil Mahomed ...	M.	Ditto ...	2	2	2	3 8 0	...	3 8 0	2 12 0	9 12 0	8 Cows	2 8 0	...	0 6 0	0 8 0	...	0 6 0	0 8 0	...	...	0 5 0	0 3 0	0 8 0	...	0 1 0	1 4 0	6 9 0	3 3 0	Ditto
	Currim Olla ...	M.	Peon ...	1	...	2	3 0 0	0 4 0	1 4 0	...	4 8 0	...	2 0 0	...	0 4 0	0 4 0	...	0 2 0	0 4 0	...	0 2 0	0 2 0	0 1 0	0 6 0	...	0 1 0	0 1 0	3 12 0	0 12 0	Ditto
	Buxu	M.	Cooly ...	...	1	1	2 8 0	...	2 0 0	...	4 8 0	1 Cow	1 8 0	...	0 2 0	0 8 0	...	0 4 0	0 4 0	...	...	0 2 0	...	0 4 0	...	0 0 6	0 1 6	3 2 0	0 6 0	Ditto
	Assen Olla ...	M.	Tailor ...	1	...	3	2 0 0	...	...	3 0 0	5 0 0	...	1 0 0	0 2 0	0 1 0	0 8 0	...	0 4 0	0 2 0	...	...	0 1 0	0 1 0	0 5 0	...	0 5 0	1 8 0	4 5 0	0 11 0	Ditto
	Bacur Ally ...	M.	Cooly ...	...	...	2	3 0 0	...	2 0 0	1 4 0	6 4 0	2 Cows	2 0 0	0 2 0	0 4 0	0 2 0	...	0 6 0	0 8 0	...	...	0 3 0	0 2 0	0 4 0	...	0 2 0	0 4 0	4 5 0	1 15 0	Ditto
80	Futtay Ally ...	M.	Ditto ...	1	...	9	2 8 0	1 0 0	0 12 0	3 0 0	8 4 0	2 Cows	2 0 0	0 1 0	0 6 0	0 2 0	...	0 7 0	0 8 0	...	...	0 8 0	0 4 0	1 0 0	...	0 3 0	0 8 0	5 15 0	2 5 0	Ditto
	Tuffun Ally ...	M.	Ryot ...	1	2	1	3 0 0	...	...	0 2 0	3 2 0	...	2 0 0	0 0 6	0 2 0	0 4 0	...	0 6 6	0 2 0	...	...	0 4 0	0 4 0	0 4 0	...	0 3 0	...	3 11 0	*0 12 0	No
.	Bussarut Ally ...	M.	Ditto ...	1	...	...	... 2	0 4 0	...	3 0 0	3 4 0	3 Cows	1 0 0	...	0 2 0	0 2 0	...	0 3 6	0 4 0	...	...	0 1 0	0 1 0	0 4 0	...	0 1 6	1 0 0	3 3 0	0 1 0	Yes
	Hyder Ally ...	M.	Servant ...	1	...	1	2 0 0	0 2 6	...	0 10 0	2 12 6	1 Goat	1 8 0	...	0 2 0	0 2 0	...	0 1 6	0 4 0	...	...	0 1 6	...	0 2 6	...	0 0 9	0 5 0	2 10 3	0 2 3	Ditto
	Ramjoy	H.	Manjee ...	1	2	...	3 0 0	1 0 0	...	...	4 0 0	2 Cows	1 0 0	0 2 0	0 2 0	0 4 0	...	0 5 0	0 4 0	...	...	0 3 0	0 6 0	0 4 0	...	0 1 0	0 1 6	3 0 6	0 15 6	Ditto
85	Allif Khan ...	M.	Ryot ...	1	4	2	...	0 4 0	...	5 8 0	5 12 0	2 G. 4 C.	2 0 0	...	0 5 0	...	...	0 8 0	0 8 0	...	...	0 4 0	0 3 0	0 4 0	...	0 2 0	2 10 0	6 12 0	1 0 0	Ditto
	Munsur Ally ...	M.	Peon ...	1	2	1	3 0 0	0 2 6	...	0 4 0	3 6 6	...	1 0 0	...	0 1 6	...	...	0 2 9	0 1 0	...	...	0 1 0	0 1 6	0 2 0	...	0 0 6	...	1 10 3	1 12 3	Ditto
	Allif Khan ...	M.	Gardener ...	1	...	3	2 8 0	0 1 0	0 1 0	6 8 0	9 2 0	2 Cows	2 2 0	...	0 4 0	0 2 0	...	0 1 0	1 0 0	...	...	0 12 0	0 1 0	0 2 0	...	0 1 0	0 12 0	5 10 0	3 8 0	Ditto
	Hassen Ally ...	M.	Cooly ...	1	...	...	3 0 0	...	...	...	3 0 0	...	1 0 0	...	0 2 0	0 4 0	...	0 5 0	0 1 0	...	...	0 1 0	0 2 0	0 4 0	...	0 2 0	0 6 0	2 11 0	0 5 0	Ditto
	Shriram	H.	Ditto ...	1	...	...	3 8 0	...	...	...	3 8 0	...	1 0 0	...	0 1 0	0 1 0	...	0 4 3	0 2 0	...	...	0 4 0	0 4 0	0 10 0	...	0 8 0	...	3 2 6	0 5 9	Ditto
90	Annu	M.	Lascar ...	1	...	...	7 0 0	...	...	...	7 0 0	...	1 0 0	...	0 1 0	...	...	0 6 0	0 6 0	...	...	...	0 4 0	0 3 0	...	0 3 6	...	3 7 6	3 8 6	Ditto
	Mahomed Ally ...	M.	Chuprassee	1	5	...	3 0 0	0 4 0	8 0 0	0 3 0	11 7 0	...	3 0 0	0 8 0	0 4 0	0 8 0	...	...	1 0 0	...	...	1 0 0	1 0 0	0 8 0	...	0 3 0	0 1 3	9 0 3	2 6 9	Ditto
	Bucker Ally ...	M.	Peon ...	...	...	...	2 0 0	...	...	...	2 0 0	...	0 8 0	0 2 0	0 1 0	0 2 0	...	0 4 0	0 1 0	...	0 2 0	0 2 0	0 1 0	0 4 0	...	0 2 0	...	1 13 0	0 3 0	Ditto
	Chamra	H.	Ditto ...	...	3	...	2 0 0	...	...	1 15 0	3 15 0	3 Cows	1 8 0	...	0 2 0	0 2 0	...	0 3 0	0 3 0	...	...	...	0 1 0	0 5 0	...	0 1 0	1 4 0	3 13 0	0 2 0	Ditto
	Sonaram	H.	Bearer ...	1	5	...	2 8 0	...	...	1 12 0	4 4 0	2 Cows	2 0 0	0 0 6	0 2 0	0 2 0	...	0 3 0	0 2 0	...	...	0 1 0	0 1 0	0 4 0	...	0 1 0	1 5 0	4 5 6	*0 1 6	Ditto
95	Bux Ally	M.	Ryot ...	1	...	...	3 0 0	0 2 6	...	0 2 0	3 4 6	...	0 12 0	...	0 1 0	0 8 0	...	0 5 0	0 2 0	...	0 1 0	...	0 1 0	0 2 6	...	0 2 0	0 1 0	2 3 6	1 1 0	Ditto
	Mahomet Ropey...	M.	Cooly ...	2	4	...	3 8 0	0 4 0	...	1 0 0	4 12 0	2 Cows	1 8 0	...	0 3 0	0 8 0	...	0 8 0	0 2 0	...	...	0 2 0	0 4 0	0 4 0	...	0 2 0	0 1 6	3 10 6	1 1 6	Ditto
	Cummer Ally ...	M.	Ditto ...	1	...	...	3 0 0	...	...	...	3 0 0	...	1 0 0	...	0 2 0	0 2 0	...	0 4 0	0 4 0	...	...	0 2 0	0 2 0	0 2 0	...	0 1 0	0 1 0	2 4 0	0 12 0	Ditto
	Kutub	M.	Ditto ...	1	6	...	3 0 0	...	...	1 12 0	5 0 6	1 Cow	2 0 0	...	0 6 0	0 8 0	...	0 8 0	0 8 0	...	0 1 0	0 3 0	0 4 0	0 4 0	...	0 1 6	0 5 0	5 0 6	...	Ditto
	Abdool Rohim ...	M.	Ditto ...	1	2	2	3 0 0	0 4 0	2 0 0	...	5 4 0	...	2 0 0	...	0 4 0	0 8 0	...	0 6 0	0 6 0	...	...	0 3 0	0 2 0	0 4 0	...	0 2 0	0 1 0	4 4 0	1 0 0	Ditto
100	Calla Gazy ...	M.	Ditto ...	1	1	...	2 8 0	0 2 0	0 4 0	...	2 14 0	...	1 8 0	...	0 2 0	0 2 0	...	0 3 0	0 2 0	...	...	0 1 0	...	0 3 0	...	0 1 0	0 1 0	2 8 0	0 6 0	Ditto

* Balance against.

The mean wages of the husbands amount to Co.'s rupees 3-3-5, whilst those of the wives are 3as. 1p.: columns 12 and 13 show us, that, whilst by far the largest proportion of the sums devoted to food is spent in rice, dhal is consumed in very small quantity. The outlay on salt exhibits a large figure in column 14, whilst column 29 was formed with the view of ascertaining whether they obtained a sufficiency of this important condiment.

Having thus endeavoured to determine the average income and expenditure of one hundred families, who may be regarded as types of the great mass of the inhabitants of Bengal, it became a point of interest to ascertain the actual quantity and quality of food consumed daily by the same class. No opportunity for effecting this inquiry occurred during my subsequent stay at Chittagong. As soon as I became sufficiently acquainted with Rajeshaye, however, I put it in operation. Forms of inquiry regarding the separate daily consumption of food of twenty men were accordingly placed in the hands of six darogahs, attached to the same number of separate thannahs of Rajeshaye. These were accompanied by full instructions to the effect that twenty inhabitants of the nearest village should be individually and separately, questioned as to the amount and kind of food daily consumed by each. On my receipt of these detailed tables, the totals for every five men were tabulated as below,* and from their total again the mean quantity was computed. The fact of six returns, made by as many separate inquiries, differing so little from each other in mean results, and approximating so closely to the table formed by myself, on which I bestowed considerable care, gives them a claim to reliability, which in the absence of such checks they would have failed to possess.

* Tables 1 to 4.

TABLES 1 to 4, showing the Average Quantity of Food consumed Daily by Four Classes of Adult Men in Zillah Rajeshaye, in the Month of March, 1852.
N.B. In Kutcha Weight—Seers, Chittacks, and Kachas.

No. 1.

Number of Men subjected to inquiry.	Names of the Thannas and Ghatees at which inquiry was made.	Total quantity and kind of Food consumed by Hindoo Ryots.									
		Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
		S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.
5	Bauleah	5 6 0	1 5 0	0 5 1	..	..	0 1 1	1 2 0	..	0 4 2	..
5	Tanore	5 0 0	1 4 0	0 2 2	..	..	0 2 2	1 4 0	..	0 3 3	..
5	Bhobaneegunge	4 11 0	1 2 0	0 1 0	..	..	0 1 0	2 0 0	..	0 0 2	..
5	Godagary	5 0 0	1 4 0	0 2 2	..	..	0 1 1	0 12 0	..	0 2 2	..
5	Ghatee Surda	6 14 0	1 4 0	0 5 0	..	..	0 1 1	0 10 0	..	0 5 0	..
5	Do. Pooteah	6 0 0	1 4 2	0 4 0	..	..	0 1 0	1 6 2	..	0 2 0	..
	Total	32 15 0	7 7 2	1 4 1	..	..	0 8 1	7 2 2	..	1 2 1	..
	Daily means for each man	1 1 2	0 4 0	0 0 2	0 1 0	..	0 0 1	0 3 3	0 1 0	0 0 2	1 12 2

No. 2.

Number of Men subjected to inquiry.	Names of Thannas and Ghatees at which inquiry was made.	Total quantity and kind of Food consumed daily by Moosulman Ryots.									
		Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
		S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.
5	Bauleah	5 6 0	1 4 0	0 5 0	..	..	0 1 1	1 2 0	..	0 4 2	..
5	Tanore	6 0 0	0 15 0	0 3 3	..	..	0 1 1	1 4 0	..	0 5 0	..
5	Bhobaneegunge	4 11 0	1 2 0	0 1 0	..	..	0 1 0	2 0 0	..	0 0 2	..
5	Godagary	5 0 0	1 2 0	0 2 2	..	..	0 1 1	0 10 0	..	0 2 2	..
5	Ghatee Surdah	7 8 0	1 4 0	0 5 0	..	..	0 1 1	0 6 0	..	0 5 0	..
5	Do. Pooteah	5 13 0	1 4 1	0 3 3	..	..	0 2 1	1 5 3	..	0 2 2	..
	Total	34 6 0	6 15 1	1 5 0	..	..	0 8 1	6 11 3	..	1 4 0	..
	Daily means for each man	1 2 1	0 3 2	0 0 2	0 1 0	0 0 2	0 0 1	0 3 2	0 1 0	0 0 2	1 13 0

No. 3.

Number of Men subjected to inquiry.	Names of Thannas and Ghatees at which inquiry was made.	Total quantity and kind of Food consumed daily by Hindoo Coolies.									
		Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
		S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.
5	Baulcah	5 6 0	1 2 0	0 5 0	..	..	0 1 1	1 0 0	..	0 4 3	..
5	Tanore	5 0 0	1 4 0	0 2 2	..	..	0 2 2	1 4 0	..	0 3 3	..
5	Bhobaneegunge	5 0 0	2 0 0	0 5 0	..	..	0 1 0	2 0 0	..	0 0 3	..
5	Godagary	5 0 0	1 4 0	0 2 2	..	..	..	1 0 0	..	0 2 2	..
5	Ghatee Surda	6 14 0	1 4 0	0 5 0	..	..	0 1 1	0 10 0	..	0 5 0	..
5	Do. Pooteah	5 11 0	1 2 2	0 3 2	*	*	0 4 0	1 5 2	*	0 2 1	..
	Total	32 15 0	8 0 2	1 7 2	..	..	0 10 0	7 3 2	..	1 3 0	..
	Daily means for each man	1 1 2	0 4 1	0 0 3	0 1 0	..	0 0 1	0 3 3	0 1 0	0 0 2	1 13 0

No. 4.

Number of Men subjected to inquiry.	Names of Thannas and Ghatees at which inquiry was made.	Moosulman Coolies.								
		Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
		S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.
5	Bauleah	5 6 0	1 5 0	0 5 0	..	..	0 1 1	1 2 0	..	0 5 0	..
5	Tanore	5 0 0	0 10 0	0 2 2	..	..	0 1 1	0 10 0	..	0 2 2	..
5	Bhobaneegunge	5 0 0	2 0 0	0 5 0	..	..	0 1 0	2 0 0	..	0 0 3	..
5	Godagary	5 4 0	1 3 0	0 2 2	..	..	..	0 10 0	..	0 2 2	..
5	Ghatee Sirda	7 8 0	1 4 0	0 5 1	..	..	0 1 1	0 10 0	..	0 5 0	..
5	Do. Pooteah	5 9 0	0 15 1	0 3 0	*	*	0 3 2	1 5 0	*	0 2 1	..
	Total	33 11 0	7 5 1	1 7 1	..	..	0 8 1	6 5 0	..	1 2 0	..
	Daily means for each man	1 2 0	0 3 3	0 0 3	0 1 0	0 0 2	0 0 1	0 3 1	0 1 0	0 0 2	1 13 0

* The mean quantities of fish, meat, and milk are derived from statements accompanying the detailed Tables. In calculating "totals" and "means" small fractions are omitted. Columns 6, 7, and 10 are left unfilled in consequence of the articles of food therein referred to being consumed only occasionally, and their insertion in a table showing daily consumption thus becomes difficult. The note appended to the Table will however show how the means have been obtained. The meat generally consumed by the Moosulmans in this zillah is cow-beef.

I am not disposed to place any great faith in the statistical accuracy of the darogahs, but the fact of the totals from separate thannahs of the district, between the officers of which no intercommunication on the subject is at all likely to have taken place, exhibiting no great discrepancy, is intrinsic evidence in favour of the average arrived at, being a fair exposition of the daily food of the people.

With the view of correcting any inaccuracy, however, which might arise from careless inquiry, I personally instituted a similar one amongst twenty men in the Sudder station, which I give in detail in the following Tables A and B:—

Table A.

Showing the average quantity of Food consumed daily by 20 Mussulman Coolies in Rampore Bauleah, March, 1852.

N.B.—In kutcha weight. Coolies working in private compound.

No.	Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	3	4	5	6	7	8	9	10	11	12
	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K
1	1 0 0	0 4 0	0 0 2	0 4 0	0 4 0	0 0 2	0 2 0	0 8 0	0 1 0	..
2	1 0 0	0 4 0	0 1 0	0 2 0	0 2 0	0 1 0	0 4 0	0 8 0	0 0 2	..
3	1 4 0	0 4 0	0 0 2	0 4 2	0 8 0	0 1 0	0 1 0	..	0 1 0	..
4	1 0 0	0 4 0	0 0 2	0 4 0	0 4 0	0 1 0	0 1 0	0 8 0	0 1 0	..
5	1 0 0	0 2 0	0 0 2	0 1 0	0 2 0	0 0 2	0 2 0	..	0 0 2	..
6	1 0 0	0 4 0	0 0 3	0 4 0	0 4 0	..	0 4 0	..	0 0 2	..
7	1 0 0	0 8 0	0 1 2	0 4 0	0 4 0	0 1 0	0 4 0	0 8 0	0 1 0	..
8	1 0 0	0 4 0	0 0 3	0 4 0	0 4 0	0 0 1	0 4 0	0 8 0	0 0 2	..
9	1 0 0	0 4 0	0 0 3	0 4 0	0 4 0	0 1 0	0 1 0	0 4 0	0 1 0	..
10	1 0 0	0 2 0	0 0 2	0 2 0	0 2 0	0 0 1	0 2 0	0 4 0	0 0 2	..
Total.	10 4 0	..	0 7 1	..	..	0 6 2	..	..	0 7 2	..
Daily means	1 0 1	0 1 0	0 0 3	0 1 0	0 3 0	0 0 3	0 1 2	0 1 0	0 0 3	1 7 0

Table B.

Coolies working in silk filature.

No.	Rice.	Dhal.	Salt.	Fish.	Meat.	Spice.	Vegetable.	Milk.	Oil.	Total.
1	3	4	5	6	7	8	9	10	11	12
	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.	S. C. K.
1	..	0 2 0	0 0 2	0 4 0	0 2 0	0 0 0½	0 2 0	0 1 0	0 1 1	..
2	1 0 0	0 2 0	0 0 2½	0 4 0	0 4 0	0 0 2	0 2 0	0 0 0	0 0 2	..
3	1 0 0	0 4 0	0 0 2	0 3 0	..	0 1 0	0 2 0	0 8 0	0 1 0	..
4	1 0 0	0 2 0	0 0 1	0 2 0	0 4 0	0 0 2	0 2 0	0 8 0	0 0 2	..
5	0 12 0	0 2 0	0 0 2	0 1 0	..	0 0 2	0 1 2	0 2 0	0 0 2	..
6	1 0 0	0 4 0	0 0 2	0 1 2	0 3 0	0 0 1	0 1 0	0 8 0	0 0 2	..
7	1 0 0	0 2 0	0 0 1	0 2 0	0 3 0	0 2 0	0 2 0	0 8 0	0 0 2	..
8	0 12 0	0 2 0	0 0 0½	0 1 0	..	0 0 1	0 1 0	0 0 0	0 0 2	..
9	1 0 0	0 4 0	0 0 1	0 2 0	..	0 2 0	0 2 0	0 8 0	0 0 1	..
10	0 10 0	0 2 0	0 0 1	0 1 0	..	0 0 1	0 1 0	0 4 0	0 0 2	..
Total.	8 12 0	1 10 0	0 3 3	..	..	0 7 0½	1 0 2	..	0 6 0	..
Daily means	0 14 0	0 2 2	0 0 1	0 1 0	0 2 0	0 0 3	0 1 3	0 1 0	0 0 2	1 6 1

In columns 4, 6, 7, 9, 10, of Tables A and B, the quantities noted were only consumed at varying intervals, and from a calculation based on these the mean has been computed.

Owing to the steady demand for labour in the silk filatures in, and around, Rampore Bauleah, the standard of wages is high. It is probable, therefore, that the results above shown exhibit the maximum of food consumed by the labouring population of Bengal.

With the view of testing what quantity a man could possibly consume at one time, I directed five coolies working in my compound to obtain whatever they pleased for the morning meal. The supply was brought, and carefully weighed in my presence, before and after cooking, with the following results, and was subsequently eaten before me.

Table C.

Showing the quantity of Food consumed at their morning meal by 5 Mussulman Coolies, April 3rd, 1852, in kutcha weight seers, chuttaks, and kachas.

Articles.	Weight before Cooking.	Weight after Cooking.	Price.	
	S. C. K.	S. C. K.	R. A. P.	
Rice	3 2 0	10 2 0	0 1 3	
Dhall	0 8 0	2 12 0	0 0 3	
Salt	0 3 0	0 3 0	0 0 3	
Fish	0 3 0	..	0 0 6	
Vegetables	0 6 0	1 7 0	0 0 3	
Spice	0 2 2	0 2 2	0 0 1½	
Oil	0 2 1	0 2 1	0 0 3	
Dhye	1 0 0	1 0 0	0 0 6	
Total	5 10 3	15 12 3	0 3 4½	
Evening meal, said to be ⅔ of above ..	3 14 0	..	0 2 8	
Grand Total	9 8 3	..	0 6 0½	
Mean	1 15 0	..	0 1 2½	

Table D.

TABLE showing the Bazaar rate per Sicca Maund of articles of Food in Rampore Bauleah, for each Month of 1852, in Rupees, Annas, Gundas.

Names of the Months.	Rice.	Dhal.	Vegetable.	Fish.	Salt.	Oil.	Tobacco.	Mussala.	Wood.
	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.	Rs. A. G.
January	0 15 10	1 9 0	0 4 12	4 9 13	4 0 0	5 5 6¾	2 8 0	2 3 16	0 2 0
February	0 15 8	1 8 11¾	0 4 12	5 2 10	4 0 0	5 0 6½	2 8 0	2 5 0	0 2 0
March	1 0 4¼	1 9 2¼	0 4 11½	3 13 18¾	4 0 0	5 0 6¾	2 8 0	2 6 0	0 2 0
April	0 15 17½	1 3 19	0 4 1¾	4 6 7	4 0 0	5 0 6½	2 8 0	2 5 6¾	0 2 0
May	1 0 3¼	1 3 19	0 5 13¼	4 4 14	4 0 0	5 14 0	2 8 0	2 1 7½	0 2 0
June	1 13 1¾	1 4 0	0 9 0	4 4 0	4 0 0	5 7 17	2 8 0	1 12 2	0 2 0
July	1 1 0	1 4 0	0 7 2	4 3 13	4 0 0	5 8 16	2 8 0	1 13 8	0 2 0
August	1 1 14½	1 3 19	0 7 2	6 1 0	4 0 0	5 6 15	2 8 0	1 9 3¼	0 2 0
September	1 2 18¾	1 6 2¾	0 5 13¼	6 0 0	4 0 0	5 6 14¾	2 8 0	1 6 0	0 2 0
October	1 6 10	1 7 5	0 4 7	6 13 0	4 0 0	5 6 18¾	2 8 0	1 8 8	0 2 0
November	1 2 0	1 6 6	0 5 13	4 13 10	4 0 0	5 9 6	2 8 0	1 14 13	0 2 0
December	1 4 0	1 7 5	0 2 16½	4 4 0	4 0 0	5 14 15	2 8 0	1 12 0	0 2 0
Average of the year	1 1 14	1 16 2¼	0 5 8	4 14 7	4 0 0	5 6 15¾	2 8 0	1 14 15¼	0 2 0

Sufficiency of food, and income in excess of necessary expenditure, constitute two important elements of the Public weal, and these would certainly appear to have been in existence in the portion of Bengal from which my observations are derived. That many and various social evils yet exist cannot be doubted, but want of means to procure a sufficiency of food for the retention of life and health would not appear to be one of them, except in special famine years, and, so far, Bengal may be considered to exhibit as small an average deficiency of the comforts of life as any modern nation.

APPENDIX N.

STATEMENT showing the Consumption Price of Salt during August, 1854, at the Sudder Stations of the Districts of the Lower Provinces.

Divisions.	Districts.	Description of Salt, and price per Seer of 80 Tolahs.								Remarks.
		Pungah.	Kurkutch.	Rock.	Liverpool.	Lahoree.	Sambur.	Puckwa.		
		A. P. K.	A. P. K.	A. P. K.	A. P.	A. P. K.	A. P.	A. P.		
Patna.	Behar	2 0 9	1 10 4	{2 7 3 to 2 9 0[1]	..	2 11 10	..	1 8		[1] The higher rate is for "Chowkeah," and the lower for "Sendha," or Muscat rock salt.
	Patna	1 10½ 0	1 9 0	2 1½ 0[2]	..	..	..	..		[2] "Sendha." No licit salt of the North-West Provinces is sold in this District.
	(Dinapore) ..	1 10½ 0	1 9 0	2 2 0	..	..	..	..		[3] "Sendha." None of the salt sold at the Sudder Station is the product of the North-West Provinces.
	Sarun	1 6 0	..	2 1 0[3]	..	..	..	..		[4] Licit salt of the North-West Provinces, brought by merchants from Patna.
	Shahabad	1 9 0	..	..	..	2 5¼ 0[4]	..	..		[5] "Sandubh."
Bhaugulpore.	Bhaugulpore .	1 7 0	..	2 8 0[5]	..	..	..	..		[6] "Sendha." None of the salt sold here is licit salt of the North-West Provinces.
	Monghyr	{1 5 0 to 1 6 0	..	{1 9 0[6] to 1 11 0	..	..	..	..		[7] "Sendha."
	Tirhoot.....	1 11 0	..	2 0 0[7]	..	..	..	..		[8] "Sendha."
	Purneah	{1 8 0 to 1 9 0	..	3 6½ 0[8]	..	..	..	..		
Rajshahye.	Bograh.....	1 8 0	..	4 0 0[9]	..	..	..	..		[9] "Sandubh."
	Dinagepore ..	{1 6 0 to 1 7 0	..	..	..	..	..	..		
	Maldah.....	1 7¼ 0	1 7 0	..	..	..	..	..		
	Pubna	1 6 0	..	7 0 0	..	..	..	..		
	Rajshahye ..	{1 4¾ 0 to 1 5½ 0[10]	..	..	..	..	..	..		[10] The higher rate is for Chilka salt.
	Rungpore....	1 9½ 0	..	..	..	..	..	..		
Dacca.	Backergunge .	2 0 0	..	1 8 0[11]	..	..	..	..		[11] "Sandubh."
	Dacca	{1 7½ 0[12] to 1 9 0	..	..	1 9	..	6 0	..		[12] The cheaper is Chittagong, and the dearer Arracan salt.
	Furreedpore[13]	..	..	..	..	..	..	..		[13] The salt sold in this district is described in the local return as "2nd Sort," retailed at 1 anna 6 pie per seer.
	Mymensingh .	2 0 0[14]	..	..	..	..	..	..		[14] Much adulterated.
	Sylhet	..	..	..	..	..	6 0[15]	..		[15] The only other alimentary salt reported is described in the local return as "1st Sort," retailed at 2 annas, and "2nd Sort," at 1 anna 9 pies per seer.
	Cachar	1 9 0	..	..	2 0[16]	..	..	..		[16] Clean, white, and small grained.
Chittagong.	Bullooah	1 6 0[17]	..	..	..	..	..	..		[17] Arracan salt, retailed by Government.
	Chittagong ..	0 10⅔ 0[18]	..	..	..	..	..	..		[18] Ditto ditto
	Tipperah	{1 9 0 to 2 0 0	..	8 0 0[19]	..	..	..	..		[19] "Sandubh."
Nuddea.	Nuddea	1 6 0	..	..	..	..	..	..		[20] Tumlook salt, dirty and apparently adulterated.
	Jessore.....	1 7½ 0[20]	..	..	..	..	..	..		
	Baraset.....	1 6 0	..	..	..	..	..	..		
	24 Pergunnahs	{1 5½ 0 to 1 8 0[21]	..	..	..	..	..	..		[21] The lower price obtains at Chitla Haut, the higher at Tollygunge Bazaar.
	Moorshedabad	1 9¼ 0	{1 7 0 to 1 8¾ 0	3 2½ 0[22]	..	..	..	..		[22] "Sandubh."
Burdwan.	Beerbhoom ..	1 8 0[23]	..	..	..	..	..	..		[23] Bombay; a very coarse salt.
	Burdwan	1 6 0	..	..	..	..	..	..		
	Bancoorah ..	1 8 0	..	..	..	..	..	..		
	Hooghly	1 6 0	..	..	..	..	..	..		
Cuttack.	Midnapore ..	1 6 0	..	..	..	..	..	..		
	Balasore	0 11 0[24]	..	4 0 0[25]	..	..	..	..		[24] One anna per seer is the rate for quantities less than half a seer.
	Cuttack	0 10 0	0 9 0	..	..	..	..	..		[25] "Sandubh."
	Pooree	..	0 9 0	3 9 14[26]	..	..	..	..		[26] "Sandubh."

Board of Revenue, Fort William,
September 15, 1854.

A. R. YOUNG,
Officiating Secretary.

APPENDIX O.

Extracts from a Letter, dated May 27, 1854, addressed by the Superintendent of the Jellasore Salt Chowkeys to the Controller of Government Salt Chowkeys, descriptive of the system of smuggling.

4. I will commence at the fountain-head of smuggling, *i. e.*, the manufacturing localities, and follow the illicit salt till it reaches the consumer. In my annual report, I remarked that, from the highest to the lowest of the native officials employed in the Hidgellee manufacturing districts, the whole are interested and implicated in a regular and trained system of trading in illicit salt, or conniving thereto. I will show you how this is done, and also expose some of the most glaring methods adopted by the aurung darogahs and their subordinates, the zillahdars, aduldars, chuprassees, koyals, chuppadars, and the molunghees themselves, to defraud Government.

5. The price paid by Government for salt manufactured by molunghees has, I am told, been gradually lessened, from 12 to 5½ annas per maund: were the whole of this latter sum enjoyed by the molunghees, without deduction, they would have little cause to complain or any pretext to engage in the sale of illicit salt; but this is a boon which, for years past, has not been allowed them. The following information I have collected from various sources, and at different times and localities, during my late tour in the southern chowkeys of my division, and in the Hidgellee Agency, and may, I think, be depended upon, as true and correct.

6. With the first advance made by the salt agent to the molunghees, the system of fraud and exactions commences. First the molunghees, ere they are allowed by the aurung darogah to commence manufacture, have to pay him a baree bassa salamee: its amount depends on circumstances; for instance, if the molunghees are regular and old hands, they pay only one rupee per khullaree, but, if novices, six rupees is the sum demanded by the darogah, as the price of their "footing" or "entrance fee." Old hands, who may have left off manufacturing for some years, on returning again to their calling, pay the same as novices: this is a regularly-established rule and nirikh at the aurungs.

7. The molunghees have next to pay the aurung darogah two rupees per khullaree, at each of the three first advances, the fourth or final one being made at the close of the manufacturing season, in full of all demands on the Government for salt made by the molunghees; they seldom pay, as then they have no further fear of the officials lately over them. When the darogah receives one rupee per khullaree, at each of the above three advances, the zillahdar receives one rupee, the aduldar one rupee, and the chuprassees attached to each kotee, or subdivision of khullarees, one rupee amongst them. In addition to the above, they have to propitiate the koyal and chappadars who weigh out their salt. One rupee per khullaree, at each of the four bhaugonees, is the nirikh of these men; this is to ensure them fair and true weighment.

8. The molunghees have thus to pay, from their advances, the darogah six rupees plus one rupee, for baree bassa salamee, in all seven rupees; the zillahdar three rupees, aduldar three rupees, chappadar and koyal four rupees, and chuprassees three rupees, making a total of twenty rupees per khullaree; these may truly be styled exactions. Should the molunghees decline paying these demands of the aurung darogahs and their subordinates, they would very soon repent their temerity: for these officers have so many ways and means of constantly harassing and dikking them, that, in the end, they are but too glad to give in to their views. It is a well-known fact what adepts native officials in power are, in bullying those who are subordinate to them, when they are so disposed. The Government are the only losers by these exactions, for the molunghees, as I shall show hereafter, make up for these forced deductions, by trafficking in illicit salt.

Nund Baree Salamee.

9. After these exactions come salamees. The first is of one rupee per khullaree to the aurung darogah. This is a *douceur* paid by the molunghees, to be allowed to make their nunds of eight pyar diameter, instead of twelve, as ordered by the salt agent. The reason the molunghees prefer an eight-pyar nund to one of twelve pyars is this: they find it more profitable and economical in boiling off to make their choolahs or churkahs of smaller size than those ordered by the salt agent. A nund of eight pyars just fills one of their so-made churkahs, whereas one of twelve would fill one and a-half, so that, whilst the filled one was being boiled off, the remaining liquor in the nund was often wasted, ere the churkah was again ready to be filled, or, when ready, could be only half filled, to boil off which would take almost as much fuel as a full one; they would thus lose much firing material, which is a serious consideration to the molunghees, as fuel is scarce and expensive, especially in the Beercool and Kalindee bassee divisions. By having their nunds of eight pyars diameter, they are able to boil off five, and even six, a day, at a less cost of fuel than three of the larger size, independent of the extra fuel required for the three large ones. The molunghees say they make more salt from five or six small nunds than they can from a proportionate number of large ones. To secure the privilege of making their nunds and choolahs as they best wish they pay the darogah one rupee per khullaree or choolah.

Kharee Pota Salamee.

10. Of one rupee per khullaree to the aurung darogah. This is to be allowed to evade the salt agent's order, to have a stratum of wood ashes or chyee in the temporary golahs at the khootee below the floor, on which the newly-made salt is stored. The object of this layer of ashes is to draw away as much moisture as possible from the newly-made salt, ere it is despatched for weighment, previous to its final storage in the Sudder golahs, at the different depôts. Were the agent's orders carried out, the molunghees would lose in weight the excess moisture drawn away by the wood ashes. To obviate this loss, they find it to their advantage to fee the darogah to be excused this stratum of ashes.

Talkhumtee Salamee.

11. Of one rupee per khullaree. This is also a *douceur* to the aurung darogah, to excuset he molunghees from acting up to the agent's order, that each khullaree shall give an uniform average of so much salt per day, under penalty of fine, &c. This order, for various reasons, the molunghees try and shirk, as they like going to their homes after each advance, and remain away a few days, attending festivals, marriage, &c., which are generally pretty numerous during the cold weather and manufacturing season, also for the purpose of repairing their houses, ere the coming on of the rains. At each departure from the khullarees they carry off a quantity of salt, which they either sell or exchange for dhan; by feeing the aurung darogah they are allowed to work up the arrears at after hours, so as to make up the quantity required of them for their advances from the salt agent.

Chuttee or Khottee Salamee.

12. Of four annas per khullaree. This is a kind of good-will offering, paid to the darogah to overlook any irregularities, &c., he might notice, at his periodical visits to the khottee or khullaries.

Retail Salamee.

13. This is a salamee to the retail chowkey establishment and licensed salt venders in the agency, within whose jurisdiction and elakeh the molunghees reside, for permission to consume, without molestation or hindrance, salt manufactured by themselves, instead of that retailed by the Government. I believe there is an order, by a former salt agent, directing that the molunghees and their families should consume the Government retail salt, the same as all other classes residing in the Hidgellee Agency. It is to evade this order, and, at the same time, to gain the good-will and complicity of the retail establishment, in glossing over any irregularities they may commit, in disposing of illicit salt to parties resident in their elakeh, and also to secure themselves against capture, in transporting illicit salt from the khullarees, to their homes or elsewhere, that the molunghees give this salamee. The retail chowkey darogah receives one rupee and his subordinates, chaprassees, and salt venders, eight annas per khullaree, among them.

olice Salamee.

14. Of four annas per khullaree to the police jemadar or burkundaz, within whose pharee the molunghees reside, or through whose jurisdiction they transport illicit salt, for the privilege of being allowed to go about at all times, night and day, unquestioned. The police also often share in the profits of a run, by assisting in effecting a safe passage through their elakeh. Besides this money payment to the police, there are one or two contingencies, such as presents of salt to the chowkeydars and head men of their villages, for their good-will and assistance in case of emergency, such as an apprehended seizure, whilst making a run of illicit salt, or furnishing them with witnesses, in case they are apprehended on suspicion of being concerned in a case of smuggling.

15. From the foregoing account it will be seen that there are 20 rupees per khullaree on account of exaction to the aurung darogah and his subordinates, and 5 rupees on account of salamees, 3 rs. 4 as. of which also goes to the aurung darogah, 1 rs. 8 as. to the retail chowkey establishment, and 4 annas to the police. After paying, or agreeing, to pay the above-mentioned sums the molunghees, so long as they keep up to their advances, are allowed, without the least opposition or hindrance, to dispose of as much illicit salt as they please. Having, as I have above shown, paid 25 rupees per khullaree for this privilege, it is not to be supposed that the molunghees are very backward in profiting by it, or that they fail to indemnify themselves for the deductions taken from them; how much more they may realize it is impossible to say. I believe there are from 800 to 900 khullarees in the Beercool, Bassye, and Bograi aurungs; taking 800 in round numbers and that each party of men working a khullaree have received, by sale of illicit salt, the 25 rupees paid away by them from their advances, the Government would lose, from these three aurungs alone, 20,000 rupees; but the actual loss is very much greater; for instance the molunghees sell their illicit salt at 10 to 12 annas per maund; 20,000 rupees, at 12 annas per maund, would give 26,666⅔ maunds, but the salt, as sold by the molunghees, is fresh and very damp: allow 25 per cent. on account of drainage and wastage, the 26,666⅔ maunds of raw salt would be equivalent to 20,000 maunds of dry marketable quality. Allow that this 20,000 maunds would have cost the Government, including every expense, 8 annas per maund, and that it sold the same at 3 rupees per maund, the actual loss to Government is 50,000 rupees or half a lac of rupees annually, from these three aurungs alone. If the khullarees are more than 800, and I have good reason to believe that they are, the loss would be proportionally greater.

16. It is impossible to calculate the exact quantity of illicit salt disposed of by the molunghees and their confederates; but that it must be very considerable is proved from the very small sales of Government salt sold in the Contai, Tikra, and Govindpore chowkeys, in the Hidgellee Agency, in the Kalkapoor, Seebpoor, Agrachor, and Dantoon chowkeys, in this division, and those of Khutnuggur and Puttaspoor in the Midnapoor Superintendency, The agency chowkeys are large and populous ones, and should each consume from 300 to 400 maunds per mensem, even calculating at the rate of consumption of my southern chowkeys; whereas the average of Kontai is 80 to 100 maunds, Tikra from 50 to 60, and Govindpoor from 70 to 80 maunds per mensem; a large portion of each, however, finds

its way into my southern chowkeys, the price of the retail agency salt being 4 annas per maund less than that of the Jellasore southern chowkeys.

17. From what I hear of the consumption of salt in Bengal, I should say, even taking the maximum of the sales of any one of the aforesaid chowkeys, in either of the 3 divisions above mentioned, there would not be one-half of the quantity sold in a like tract of country in the more northern parts of Bengal. The low scale of consumption of salt in this part of the country may, I think, be fairly attributed to the extensive system of smuggling, carried on from the Hidgellee manufacturing districts, through the complicity and connivance of the very officers appointed by Government to prevent such malpractices.

18. I will now draw your attention to the transport of illicit salt from the khalaries, and the means adopted by smugglers for effecting its safe passage. When the molunghees have got together a sufficient supply of contraband salt, for a run, they inform those who deal regularly with them. Arrangements are come to as to price, time, &c., and whilst the purchaser proceeds to lay a dawk of carriers, a friend or partner superintends weighment and package of salt; if the distance where the salt is to be taken be great, the relieving stages are usually 8 to 10 miles apart; if it be only 12 to 15, one set of men carry the salt on their heads the whole distance, having arranged as to the number of carriers, stages, and the rendezvous where carriers are to meet in case of seizure of part of the run, and the disposal of the salt in case of its safe arrival; for the regular smuggler rarely commits himself by lodging the whole in his house, but previously arranges with the petty retail dealers of his neighbourhood that each shall take a certain quantity immediately on its arrival. In this way, a whole run (the bags being generally of one weight, from 25 to 30 seers,) is speedily distributed into numerous channels, rendering capture most difficult. The purchaser having made all his arrangements, now returns to where the salt is secreted, and after getting together his people, and starting the run, he returns to his home, by a different route; he very seldom accompanies the run, but sends some of his trustworthy men as chalandars. These men go around with lathees and pellet bows, and act both as advance and rear guards; the former generally proceed about a hundred yards ahead of the carriers, to see that the road be all clear, they extend in regular skirmishing order, beating each hedge and bush they come across in their route, while the rear guard act on the defensive, in case of an attack from the rear. The carriers generally go Indian file at a good round trot, accomplishing 5 or 6 miles an hour easily; having arrived at a relieving stage, the bags are at once placed on the heads of the relieving party, and away they go again, and so on until they reach their destination, generally an open dhankhate near the purchaser's village; here the retail dealer is waiting with his carriers, and as soon as the run arrives, he takes possession of his share, and hurries off with it; this salt generally stands him in, including all charges, about rupees 1 : 12 per maund in the Dantoon, and rupees 1 : 14 to rupees 2 in the Khutnuggur chowkey. Salt venders are, for the most past, importers of such contraband salt, and as soon as they get a new batch, it is at once mixed with their stock in hand, rendering detection, unless at the instance of an informer, impossible.

19. It appears extraordinary, and hardly credible, that such extensive and systematic smuggling can be carried on; but that it actually is, I firmly believe. I had long ago heard that such a practice existed, and have lately ascertained its truth beyond doubt, from some apprehended smugglers, who, annoyed at being deserted by their companions, peached on them.

20. That such a system should go unchecked may also appear to you astonishing, but it must be taken into consideration, that *all* classes from the wealthy zemindar to the police pyke and village chowkeydar are in league. Small zemindars and talookdars are often themselves dealers in illicit salt, and they have such influence and power over their ryots, that it is almost impossible, unless two zemindars are at variance, to get informers to come forward. Four men who have, at different times, given information to my chuprassees whereby seizures were made, have had their houses burnt down; this has created such a panic that no informers now come to the assistance of the salt officers. One man's house was fired near my camp two days after a seizure, in which it was known he had given information; luckily he succeeded in extinguishing it in time; and, although he knows well the parties who fired his house, he is afraid to prosecute, fearing further consequences.

21. It may be asked what object the wealthy zemindar has in conniving at smuggling, the answer I learnt from one of their own body, salt is necessary to health; natives cannot do without it; and it must be paid for at the time in cash; if the price be high, ryots are unable to pay in their rents so readily as when salt is cheap, and as long as the zemindar gets in his rents, he little cares what frauds are committed on the Government. If his ryots are apprehended smuggling, and mulct in fines, they are still less able to pay their rents; if they be imprisoned at certain seasons of the year, their lands lie fallow, and the zemindar experiences much difficulty in getting in his rents, he therefore, on the plea of self-interest, does his best to get off his ryot, if apprehended, and to prevent their seizure at all, gives stringent orders to his people, that if any of them assist the salt authorities, they will meet with his heavy displeasure, punishment, fines, &c.

22. The petty zemindars and talookdars in the vicinity of the salt districts, form a "round robin," and if the ryots of one inform against those of another, he is speedily found out, and if he escapes a "burning out" he is heavily fined as a warning to others. The police are also in league with the smugglers; were they not, large bodies of men would not be allowed to congregate at night, as they now do, in the different villages adjoining

the manufacturing districts; it is the duty of village chowkeydars to report all such arrivals to the police of their pharrees, but this they never do, and the police themselves are too much interested in the continuance of smuggling to check these gatherings.

23. Where all the Government officials and landed proprietors are confederated with smugglers in the importation and sale of illicit salt, it is most difficult for the superintendent to effect seizures, those that have been made this season, have really been by dint of unremitting watching and patrolling on the part of my up-country chuprassees; the Bengallee portion of that force are mostly in league with the smugglers, but they lay their plans with such consummate cunning that it is almost impossible to detect them. I trust I have now shown that stringent measures are really necessary to check smuggling from the manufacturing districts. As long as matters remain in their present unsatisfactory state, I leave it for you to judge whether there is any hope for improvement.

24. If an inquiry could be made into the circumstances of the late and present aurung and ghat darogahs, it would be found that these men were poor and needy adventurers when they commenced service in the salt department, but after a few seasons, they become men of wealth and substance, purchasing land, talooks, &c., near their homes. This they never could have done from actual savings of salary, for they are low paid, and were they to work for years, and lay by the whole of their allowances, they never could become the monied men they are; the inference, therefore, is clear, that it is from their illegal gains alone they amass wealth. I should be very sorry to condemn a whole body of men, but if what I have above stated be true, as I certainly believe it is, I must say that the present class of native officials employed in the Hidgellee manufacturing districts are not the proper persons to be placed in such responsible and money-making appointments.

25. No native of education and respectability would accept employment in the salt department, in the *manufacturing districts*. He is physically incapable of conducting the duties required of him as an aurung or ghat darogah; the climate is against him, or, as the natives themselves say, "noona ab howah, burdast hota ne;" and in a very short time he is completely knocked up. The principal causes of this, are, his inability to procure there the comforts and luxuries he has hitherto been accustomed to in Bengal; sea air for any continued period is prejudicial to the Bengallee constitution; the water, too, in its crude state is brackish throughout the manufacturing districts; all these combined, speedily affect his health, and he very soon loses what little energy he brought with him on entrance into the department. If he retains his appointment, it is for its emoluments, leaving the general management of his duties to an under-strapper, who would be but too happy of an opportunity of, to use a vulgar phrase, "feathering his nest"; whilst he had *power* to do so.

29. To check the prevailing wholesale system of smuggling in, and from, the Hidgellee Agency, by which, as I have shown, the Government lose upwards of half a lac of rupees annually from 3 aurungs alone, I would respectfully submit that European agency be substituted for native in the manufacturing districts, and that a class of officers be appointed as Assistant salt Agents, whose sole duties should be to look after the manufacture, weighment, and storage of salt, assisted by a staff of European overseers or inspectors, one to each aurung or depôt, with an efficient native establishment of writers and chuprassees.

APPENDIX P.

Papers relating to the Principles and Method on which the Manufacturing Cost to the Government of the Home-made Salt is ascertained and fixed.

Parliamentary Papers.

No. 1.—Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons, on Indian territories, in 1853.

Extracts from the Evidence of F. W. Prideaux, Esq.
Extract from the Evidence of F. J. Halliday, Esq.

No. 2.—Extracts from the Appendix to Fourth Report of the Select Committee of the House of Commons, on Indian territories, in 1853. Appendix No. 6, Pages 262 to 275.

Letter from the Junior Secretary to the Board of Revenue, to the Secretary to the Government of Bengal, dated June 29, 1852.

Enclosure

A. Statement of the Cost of Salt Manufactured in 1256 S.S., or 1849-50.

Minute by the Most Noble the Governor of Bengal, dated September 11, 1852.

Official Papers.

No. 3.—Memorandum prepared by the Accountant to Government and approved by the Board of Revenue, explanatory of the general principles upon which the Statements of Three Years' average adjusted Cost, and Charges of Salt manufactured and stored in Bengal Agencies and at Sulkea, are drawn up.

Enclosures.

No. 1. Extract of a Letter from the Board of Revenue to the Officiating Accountant to the Government of Bengal, dated November 24, 1854.

No. 2. Extract of a Letter from the Officiating Accountant to the Government of Bengal to the Board of Revenue, dated December 21, 1854.

No. 3. From the Board of Revenue to the Officiating Accountant to the Government of Bengal, dated January 15, 1855.

No. 4.—Extract from a Report, by the Board of Revenue, on the Administration of the Salt Department of the Revenue of Bengal, for the Year 1852-53, dated November 5, 1853.

No. 5.—Extract from the Reply of the Government of Bengal to the Board's Report for the Year 1852-53, dated December 16, 1853.

Appendix P.—No 1.

Extracts from Minutes of Evidence taken before the Select Committee of the House of Commons on Indian territories, in 1853.

Extracts from the Evidence of F. W. Prideaux, Esq., Assistant to the Examiner of India Correspondence.

7255. At the last meeting of the Committee you put in a statement of the salt revenue of Bengal, from the year 1841, arranged under the different heads which constitute the aggregate revenue; will you explain the manner in which the revenue is realized under each head? I observe the first column is headed "Wholesale Sales;" how are the prices of salt which is sold by wholesale regulated?—The first column contains the salt sold by wholesale for the interior supply of the Bengal provinces, after it has left the salt districts. The prices are regulated by a calculation of the cost price, that is what it has actually cost the Government, adding to that a sum equivalent to the import duty.

7256. The price is regulated, is not it, by the average cost of a certain number of years?—By the average cost of a certain number of years, adding to it the duty.

7257. How many years?—I think it is the average of three years.

7258. The wholesale price is the average cost of production of the three years preceding the sale, with the addition now of $2\frac{1}{2}$ rupees per maund as the duty?—Yes, and at that price, salt is delivered to any person applying at the Government warehouses, in quantities of not less than 50 maunds.

7259. By the Government warehouses you mean the golahs at Sulkea?—Yes, at Sulkea, and in the agencies.

7260. Do you believe that the cost price of salt is calculated, by the Bengal Government, on such principles as to give an undue advantage to home-made, over imported, salt?—I believe hitherto the price has been calculated in such a way as to give an undue advantage to imported salt. Practically an undue protective duty has been levied in favour of the imported salt; the advantage is in favour of the importers, and not in favour of the native salt. The Committee will understand that the charges affecting the salt revenue may be divided into charges of manufacture, charges of collection, and charges of prevention. With regard to some of those, there can be no doubt as to how they should be classed. Round the salt districts there is a sort of cordon of preventive officers, in order to prevent the illicit transport of salt from the salt-producing districts, into the interior of Bengal. That, of course, is clearly a charge of prevention. Then, again, the price paid to the molunghees, the salt-makers, for the salt they produce, is, of course, clearly a charge of manufacture. But many of the other charges are rather difficult to distribute under their different heads, and at first only those which were distinctly charges of prevention were charged against the revenue, leaving almost all the others to be charged wholly against the salt. For example the duty of the salt agent is to make advances to the salt-makers, and to receive salt from them equivalent to the value of those advances; but it is equally his duty to prevent the illicit manufacture of salt within his district. If the manufacture were prohibited you must have an establishment of some sort for the purpose of prevention within the salt-producing districts. That portion of the charge, which is really a preventive charge, has, hitherto, been added to the cost price of the salt, as have several other charges

of the same description, so that the salt has been sold by the Government at a price beyond its fair cost of manufacture; consequently the imported salt has had to compete with an article which has been fictitiously raised in price, of course to the advantage of the imported salt.

7261. Will you state to the Committee what are the charges which you think fairly applicable to the production of native salt?—I think it is as well that I should read to the Committee a letter which was received last year from the present Governor-General. The large increase of foreign salt imported into Bengal attracted the attention of the Revenue Board, and they thought it was very desirable, for the protection of the native manufacturers, that those charges should be more closely sifted, although to the Government it is utterly indifferent whether the revenue is raised on the imported salt, or on the home-made salt. The following communication was thereupon, made to the Court of Directors, under date of the 17th of September, 1852:—

"According to the resolution of the Select Committee of the House of Commons, in 1836, and to the instructions of your Honourable Court consequent thereupon, the Government is required to sell agency salt manufactured on its account, at a wholesale price at least equal to the 'cost price,' added to the fixed duty. The object of this resolution was to place imported, and especially English, salt on a footing of equality with Bengal salt. The Board of Revenue, in a letter, dated the 29th June last, herewith forwarded, now show that the principle on which this 'cost price' has been calculated is, to a great extent, erroneous: that many items are included which are not really charges of manufacture, but charges of collecting and protecting the revenue, and that, hence, Foreign salt, instead of being on a footing of equality with Bengal salt, is much more highly favoured, and is, consequently, in a fair way of driving Bengal salt out of the market altogether. Thus, in 1842-43, the sales of Bengal salt amounted to 38,70,625 maunds, while the imports of foreign salt were only 8,92,740 maunds; but in 1851-52 the former had fallen to 22,58,552, and the latter had risen to 29,26,866 maunds. During this interval, the manufacture has been stopped in some agencies, and contracted in others; large numbers of people have been thrown out of employment, and one of the few remaining sources of domestic industry has been most seriously impaired. The Board's argument is founded on an assumption, the correctness of which, I believe, will bear the most careful scrutiny, namely, that since the Government was prohibited, by the resolution of the Committee, either, on the one hand, from deriving a profit on the manufacture of salt, over and above the fixed duty, or, on the other, from destroying competition by a temporary sacrifice of a portion of the fixed duty, it has ceased to have any interest whatever in the manufacture of salt, except as a means of realizing the fixed duty, and that the competition, instead of being between the importer and the Government, as it was before the resolution of the Committee was acted on, is now between the Foreign manufacturer and the Bengal manufacturer, between the importer and the dealer, who, in the absence of a direct Government agency, would bring the salt to market at a profit to himself, and at much less cost to the consumer. The Board then show that the Bengal manufacturer, besides being encumbered by the unavoidable extravagance of a Government system of manufacture, and the equally unavoidable extortion of the subordinate agents employed in carrying it out, is also charged with a considerable outlay, which, though incurred in connexion with, and apparently on account of, the manufacturer, is, in reality, expended by the Government, as the cheapest and most convenient mode of realizing its revenue, and protecting it from the operations of the smuggler. To take, for instance, the salary of the salt agent: the principal duties of this officer are to make advances to the molunghees, to prevent any one from making salt, except those to whom advances are made; to prevent those to whom advances are made from disposing of their salt to any one but the Government; to receive, convey, store, and guard the salt, which, from the very moment of its production, becomes worth seven or eight times its natural value; and to see that none is delivered, except on the production of proper documents. He has also to prevent smuggling generally within his agency, and to superintend and control a large body of ill-paid native functionaries, whose authorized salaries are believed to bear but a small proportion to their actual receipts. Now if the manufacture were to be undertaken by a large private joint-stock company (the most unfavourable supposition for the Board's argument), under an excise system, such a company would employ one or more agents, whose simple duty would be to make advances to the molunghees, to receive the salt at its natural value, store it in golahs in convenient places on the river banks, and either bring it to market, or sell it to dealers on the spot. These agents would be goomastahs, such as are now employed by Calcutta merchants, to purchase sugar and other country produce, of far greater intrinsic value than salt; and their services would be well remunerated by salaries of 25 or 30 rupees a month; and, supposing 10 such agents to be employed in the field now occupied by one Government agent, their aggregate salaries would only be 10 per cent. of what the Government now pays to a single European agent, while nearly the whole expense of Sudder and Mofussil establishments would be saved to the manufacturer. But, even under these circumstances, the Government must still maintain an expensive European officer and a large body of excisemen, to see that no salt is manufactured but by those to whom advances are made by the licensed company, that none is disposed of except to the licensed company; and the licensed company themselves do not dispose of the salt without paying duty on it, and that it is not embezzled by their agents, or pilfered from their storehouses. In short, the interests of the Government in the correct delivery and safe custody of all salt manufactured being from six to seven times as great as that of the dealer, the burden of

protecting it must inevitably fall on the former; and hence it must be concluded that a very large proportion of what is now apparently a manufacturing charge, is, in reality, a revenue charge, which would have to be incurred under any system of management, and ought not, therefore, to be charged upon the salt, but defrayed from the proceeds of the duty. The Board have entered into a detailed examination of the several items of charge, and have given their opinion whether the whole, or any proportion of each item, should be debited to revenue, or allowed to remain, as at present, a charge upon the manufacture, and an element of the 'cost price,' which, superadded to the fixed duty, is the price at which the Government must sell its salt to the public. The result of the changes which which they propose would be to reduce the price of Bengal salt by about 15 rupees, and Cuttack salt by about 10 rupees per 100 maunds, and so diminish the annual gross receipts of the Salt Department by about 2,82,027 rupees. This amount, they truly observe, is, virtually, a tax on home-made salt for the protection of foreign salt, and, if the Government is not prepared to sacrifice it, it should be made good by a general increase in the duty on all kinds. I have recorded my views on this subject more fully in a separate minute, and now desire to recommend it to your immediate attention, it being desirable that, if possible, a reply should be received in India before the next annual adjustment of the 'cost price,' which will take place at the close of the current official year, and have effect from the 1st May next. The duty of 2 rupees 8 annas a maund is fixed, as you are aware, for five years, ending with the 30th of April, 1854."

This is the reply to that letter, under date of the 16th of February, 1853 :—

"We now reply to your letter, dated the 17th of September last, with which you refer for our instructions a letter, dated the 29th of June, 1852, addressed to you by the Board of Revenue, on the subject of the mode in which the, cost price,' at which, in addition to the fixed duty, the agency salt is issued from the Government golahs, has hitherto been computed. The Select Committee of the House of Commons, which sat in the year 1836, recommended that Government should keep their golahs at all times open for the sale of salt at the cost price, the purchaser to pay in addition a fixed duty on removing the salt from the golahs; and with regard to salt manufactured in any other country than Bengal, that such salt should pay the same duty as that sold by the East India Company, and no other duty or charge whatsoever, except a fair and reasonable rent on such salt as may have been bonded. It appears, therefore, to have been clearly the intention of the Select Committee that the Bengal manufacturer, and the importer of Foreign salt should be placed on a perfectly fair and equal footing, and that the competition between the two descriptions of salt should be altogether free and unrestricted. The Board of Revenue contend that, in the present mode of computing the 'cost price' of Bengal salt, this principle is not fairly carried out, many items of charge being included in the 'cost price,' which are, in no respect, charges of manufacture, but are strictly charges incurred for securing and protecting the revenue, and, as such, should be debited, not to the manufacture alone of Bengal salt, but to the salt revenue generally. This mode of computation, by enhancing the price at which Bengal salt is issued to the public, necessarily places the home manufacturer at a disadvantage as regards the foreign importer, and does, in fact, subject the native produce to burdens from which the foreign article is entirely free. The Board observe that the Government, as a mere question of revenue, has no interest whatever in maintaining the home manufacture, the same duty being payable on all salt brought into consumption, whether imported from abroad, or produced in Bengal. 'It is bound, however,' the Board proceed, 'to take care that the industry of its native subjects is not subjected to any burdens which are not equally borne by the foreign importer, and no fear of misrepresentation, or of clamour unfounded in reason, is likely to induce it to swerve from this object, when the means of attaining it are satisfactorily made out.' The Board consider that the correct principle which ought to be adopted in calculating the prime cost of home-made salt is 'to add to the price actually paid to the molunghees so much of the expense incurred by Government in bringing it to market, as would be incurred by private individuals, or a joint-stock company, for the same purpose, on the supposition that the salt were manufactured under an excise system, and subject to the restrictions inseparable from that mode of management, the operations of Government being confined to the collection of the fixed duty, and the prevention of illicit dealings.' All other charges, under whatever name they may be brought to account, the Board hold to be charges incurred for the security and protection of the salt revenue under its present form of administration, and therefore forming no part of the 'cost price' of the salt, as contemplated in the Resolution of the Select Committee of the House of Commons. We entirely concur in the correctness of the principle laid down by the Board of Revenue, and admitted by your Government, and we authorize you to adopt it in the next annual adjustment of the sale prices of Bengal salt, which will take effect from the 1st of May next. It is, however, our desire that the analysis of the charges now classed as charges of manufacture given in the communication from the Board of Revenue should, in the first instance, be carefully revised. We forbear entering on that investigation in detail, and we shall only express our confident expectation, that, in distributing those charges, either as attaching to the manufacture, or to the administration of the revenue, you will be enabled to satisfy the just claims of the native producers, without infringing on the spirit of the recommendation of the Select Committee, or giving any reasonable ground for cavil on the part of the importers of salt, either from this country or elsewhere. It is represented that the readjustment of these charges will probably reduce the cost of

the salt of the Bengal Agencies by about 15 rupees, and that of the Cuttack Agencies by about 10 rupees per 100 maunds, and that its effect will be to throw on the salt revenue a charge of about 2,82,027 rupees. The question is not, however, one of revenue, but of justice to the people of the salt-producing districts; and financial considerations cannot be permitted to outweigh the claims of justice. All that we require is that the charges included in the above estimated sum of 2,82,027 rupees shall be clearly shown to belong to the cost of the excise and preventive establishments, which are required for the security of the revenue, whether derived from the excise duty levied on home-made salt, or from the customs' duty on salt imported by sea. We think that it will be advisable to call for a report from the Comptroller of the salt chowkeys in Bengal on the points referred to in the letter from the Board of Revenue of the 29th of June, 1852, and tha this opinion upon the items proposed to be transferred from the charges of manufacture should be obtained, before you determine what the fixed prices of agency salt are to be. We may observe, however, that the present duty of 2 rupees 8 annas per maund is fixed only till the 30th of April, 1854, at which date it will be open to revision, and that, if then deemed advisable, an addition of one anna per maund to the duty would more than cover the anticipated loss of revenue."

7262. What do you consider to be the charges which are justly to be included in the cost of production in Bengal?—Every charge which would have to be incurred by any other manufacturer than the Government.

7263. Everything, in fact, except the cost of the preventive system?—Everything except the cost of the preventive system, and some charges as regards the collection of the revenue, which would be required to be incurred in case the revenue were, as it possibly might be, altogether derived from import duties.

7264. If the revenue were derived altogether from import duties, and there were no excise duty in the country, the only cost would be the cost of the receipt of customs?—There must be a large preventive establishment all round the Bay of Bengal in the salt-producing districts, to prevent its being illicitly made, and smuggled into the interior. In those districts a man would have only to take a pipkin and a little brine, and make salt for himself.

7265. Will you explain the difference which is mentioned in the papers you have read, of 15 rupees per maund upon the produce of Bengal, and 10 rupees upon other produce?—I have not the details in my recollection. That is the result of the analysis made by the Board of Revenue; their report can be produced, if the Committee wish to have it.

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7280. Will you explain of what items the column of "charges" in that statement is composed?—Referring to the columns of "charges," the main portion of it consists of the cost price of the salt, together with all such charges as, under the system hitherto, have been regarded as charges of manufacture, many of them being charges which, under the interpretation recently put upon the cost price, ought not to have been included.

7281. Do those charges comprise all which, in your opinion, can be fairly debited to the cost of manufacture, as distinguished from the cost of preventive establishments, or do they include the cost of preventive establishments?—Not the cost of preventive establishments; it is intended to include only the cost of manufacture, but I believe many charges are included which do not properly belong to the manufacture.

Extract from the evidence of F. J. HALLIDAY, Esq., Secretary to the Government of India, Home Department.

7587. Has the Government adhered to the rule of not selling under such a price as would cover the cost, and include an amount equal to the duty levied upon imported salt?—So far as the Government can, it has adhered, *bonâ fide* and strictly, to that principle. It has recently been a subject of consideration, in consequence of the number of people who have been thrown out of employment by the successive closing of different agencies, whether, in point of fact, owing to the method of calculation adopted, the Government was not putting too heavy a charge upon its salt, which would be to the detriment of its own manufacturers, of course rendering the salt unsaleable, in competition with the cheaper salt coming in by import. An examination was accordingly instituted, the results of which has been a correspondence, which was not long ago concluded, in which it was shown that, of the different items composing the charges of manufacture, some items really, upon close examination, were preventive charges. That has now been remedied, by an order which has gone out from the Home Government to the Government in Bengal, and the effect will be that about 15 rupees per 100 maunds will be deducted from the charges of manufacturing salt in Bengal, and about 10 rupees per 100 maunds from the charges in Cuttack, thereby reducing the price at which the Government can offer their salt for sale by those amounts respectively, and so far improving the chance which the Government has of selling its salt in competition with imported salt. But the apprehension in Bengal on the part of the persons connected with the manufacture certainly is, that they are in process of being undersold, and driven out of their manufacture by the salt imported from Foreign countries.

Appendix P.—No. 2.

Extracts from the Appendix to the Fourth Report of the Select Committee of the House of Commons on Indian territories in 1853.—Appendix No. 6, pages 262 to 275.

Letter from the Junior Secretary to the Board of Revenue to the Secretary to the Government of Bengal.

Sir, *Fort William, June 29, 1852.*

Salt.
E. M. Gordon, H. Ricketts
E. Currie, Esqrs.

I am directed by the Board of Revenue, in continuation of the annual report on the salt revenue of the Lower Provinces, contained in my letter, dated the 29th instant, to submit the following observations relative to the comparative advantages under which, on the one hand, salt manufactured in the Presidency on account of Government, and, on the other hand, salt imported into Calcutta by sea, is brought to market, and to the measures it may be necessary to take, in order to place the two more nearly on a footing of equality than they are at present.

2. It will be remembered that in 1836, a Select Committee of the House of Commons recommended that the Government should keep their golahs at all times open for the sale of salt at the cost price, the purchaser to pay in addition, a fixed duty on removing the salt from the golahs, and that permission should be given for the import of Foreign salt into Calcutta, on payment of the same duty as that levied on salt sold by the East India Company. The Committee observed, that if their recommendations (of which those above mentioned are the essential ones) were fully and fairly carried out, the monopoly of the Company would be reduced to one solely of manufacture, and the difficulties, that had previously stood in the way of a fair competition between native and imported salt, would be removed.

3. So far as respects the importation of Foreign salt, the recommendations of the Select Committee have been "fully and fairly carried out:" but it appears to the Board, and they hope to establish the same to the satisfaction of the Government, that, in consequence of the meaning hitherto attached to the ambiguous term "cost price," the salt manufactured on account of Government has been offered for sale at much above legitimate rates, and that hence the consumption of the latter has gradually decreased, until it appears not an improbable contingency, that, unless measures be taken to ensure for it that fair competition contemplated by the Select Committee, it will eventually be driven out of the market.

4. The erroneous interpretation of the term "cost price," referred to in the preceding paragraph, arises from confounding the position of Government, as it was before the recommendations of the Committee were carried into effect, with that which the Government has since occupied: in other words, from regarding the Government, instead of the molunghee, as the local manufacturer. This may have been a correct view of the case in 1836, when a limited supply of salt was annually brought forward and disposed of by the Government at public auction, when the Government realized a profit from the sale of salt independent of the duty, and when the import of Foreign salt was virtually prohibited; but now that the Committee's resolutions have been acted upon, it appears to the Board to be altogether, and most mischievously, erroneous.

5. When the Government had a monopoly of sale as well as manufacture, and could regulate prices at pleasure, it was in its power, first, by lowering prices, to prevent the importation of Foreign salt (which even at that time might legally take place on payment of a fixed duty), and then, by raising them again, to derive a profit far in excess of the fixed duty, and limited only by the repressive effect of exorbitant prices on the consumption; under those circumstances, it was clearly the Government who competed with the foreign importer, and in the teeth of such competition no Foreign salt could be imported.

6. But when the Government was restricted in its operations, and compelled to sell its salt at a price equal to the fixed duty added to the cost price, it seems evident, on the least reflection, that the position of Government towards the foreign importer was altogether changed; that it ceased to be a matter of the smallest importance to Government (speaking with reference to the salt revenue) whether that revenue was raised by a duty of 325 rupees the

100 maunds on the import of Foreign salt, or by selling home-made salt at a price equal to that duty, plus the cost of production; and that the Government, instead of being any longer a competitor, in fact came to hold the balance between the home and the foreign producer, and was bound to regulate its interference for revenue purposes in such a manner as that both should compete on terms of strict equality.

7. This change in the position of the Government appears to the Board to have been lost sight of. The Government was still regarded as the manufacturer, and the competition as between the Government and the foreign importer; and hence it was determined (properly enough, on that hypothesis) that the cost price should consist of all charges incurred by Government in connexion with the manufacture, calculated on the average of a certain number of years immediately preceding.

8. Thus the home-manufactured salt, besides being burdened with the expense of a Government management, was also charged with a considerable outlay, which though incurred by Government nominally for manufacture, was really incurred for the purposes of collecting the revenue, and preventing smuggling.

9. In the Board's opinion, the correct principle which ought then to have been, and now to be, adopted, in calculating the prime cost of home-made salt, is to add to the price actually paid to the molunghees, so much of the expense incurred by Government in bringing it to market as would be incurred by private individuals or a joint stock company for the same purpose, on the supposition that the salt were manufactured under an excise system, and subject to the restrictions inseparable from that mode of management, the operations of Government being confined to the collection of the fixed duty, and the prevention of illicit dealings.

10. Before proceeding to explain more fully the grounds upon which this opinion rests, the Board desire to refer to the discussions that took place between the authorities in India and the Court of Directors, relative to the fixation of price, and to show how, in consequence chiefly of the mode in which effect has been given to the recommendations of the Select Committee, the manufacture in Bengal has been affected by the import of Foreign salt.

Mr. Secretary Prinsep's letter, dated August 9, 1837.

11. The Court of Directors, in their despatch dated January 4, 1837, explanatory of the views as to the manner in which the recommendations of the Select Committee were to be carried out, observed that, "The duty only should be fixed, the price being variable, in relation to the original cost of the salt to Government," and desired that the plan which the Government might propose to carry into effect should be reported for their final sanction.

12. Agreeably to instructions issued by Government on the receipt of this despatch, the accountant prepared a statement, showing the average cost and charges per 100 maunds of salt for 10 years, ending on April 30, 1836, which was submitted to Government with the letter of the late Board of Customs, Salt and Opium, dated September 29, 1840. The Board on that occasion* (see paragraph 14) questioned the propriety of including among the expenses of manufacture certain charges which would have to be incurred under any system of management, and referred again to the subject in their letter, dated September 21, 1843, paragraph 16.†

13. On November 6, 1843, the Government, addressing the late Board, observed, "It is obviously desirable, as it is in conformity with the views and instructions of the Court of Directors, so to arrange the duty on imported salt, in connexion with the monopoly sale prices and the cost of production, that, on the one hand, the importer shall have no ground to complain that he is more heavily taxed than the home producer; and, on the other, that the local manufacture, and the interests of those engaged in it shall

* Extract.

14. This abstract shows the ten years' average ordinary cost and charges per 100 maunds of Bengal, *i.e.* Pungah[a] salt. We will first select the Hidgellee salt as an example. We find it costs, as per statement,[b] 92,100; the net sale proceeds are 4,12,610, and the profit 3,20,509. But there is included in the cost certain items which do not appear to us to be chargeable to the manufacture; as for instance, Moshaireh proportion of salt office charges, and proportion of chowkey charges; all these charges would equally exist if the manufacture on the part of Government was discontinued, and the revenue collected by a pure excise system, or entirely on the importation of salt by sea.

a. There is an exception of no moment in the case of Cuttack Abra salt.

b. The figures are Company's rupees, and decimal parts of a rupee.

† Extract.

16. Under these impressions, the course we would desire to adopt, is to arrive at what are the cost and aggregate charges of the several descriptions of salt; but we find a difference of opinion prevailed in 1840 what items were to be so regarded, that our Board laid statements before the Government on September 28, 1840, No. 34, and requested the superior authority to determine, to which no orders have yet been received. Before proceeding therefore beyond the reduction already effected by us, simultaneously with the wishes of your Honour, we would request to be informed whether the opinions expressed by this Board in regard to the cost and charges and net profit have been decided on by Government.

[So in the original.]

be in no way prejudiced by the admission of Foreign salt on more favourable terms."

14. On December 4, 1843, the Government transmitted to the late Board extracts from the Court's despatch of September 20, No. 11, 1843,* in which it was explained, that the duty was to be exclusive of "the charges incidental to the manufacture, such as the price paid to the molunghees, aurung, and transportation charges, &c., all of which would become extinct in the event of the abolition of the present system of manufacture," but to include "all those charges, such as the maintenance of a preventive establishment, payments to the French and Danish Governments, and others, which would have to be incurred under any system whatever, by which a revenue should be derived from the article of salt."

15. This distinction, the Court observed, had been altogether lost sight of by the accountant in the statements prepared for the information of the Board, but as the Board seemed to be fully aware of the importance of maintaining it, the Court expressed their confidence that due care would be taken to distribute the various charges on the salt revenue into the classes to which they properly belonged.

16. In October 1844, the duty on all salt was reduced from 3¼ rupees to 3 rupees a maund, and the Government at the same time pledged itself not to alter for a certain period the wholesale prices then fixed on the various kinds of salt at the several agency ghats and the Sulkea golahs. These prices were not based on any calculation of cost, but were those which happened to be fixed at the time by the Board, who, until then, regulated prices according to what they conceived to be the relation of supply to demand.

17. Revised statements for the ten years ending with 1835-36, were furnished by the accountant on the 14th of October, 1844, and submitted to Government, with the Board's address of January 8, 1845. In these statements the following items were assumed to be "charges incidental to manufacture," in the sense intended by the Court, which were to constitute the "cost price" of the salt.

1. Cost paid to the molunghees.
2. Aurung charges.
3. Transportation charges.
4. Khullaree rents.
5. Salary of agents.
6. Charges for transporting salt to Sulkea.
7. Charges for receiving and delivering salt at Sulkea.
8. Cost of establishment at Sulkea.
9. Value of salt lost by accident.

There were also three other items included in the statements; viz., bounty to purchasers, charges for refining damaged salt, and proportion of irrevocable balances; but these being obsolete, it will be unnecessary to consider.

18. On November 18, 1846, the Government issued orders on the subject. It appears from the Under-Secretary's letter of that date, that on the receipt of the Board's despatch of January 8, 1845, the Government reviewed the several items of charge set forth in the accountant's statements, and was of opinion that the salary of agents ought not to be charged to the manufacture of salt, but to revenue, "as, in all probability, having to be incurred under any system for purposes of prevention." But, as the statements then submitted only brought down the accounts to April 30, 1836, the accountant was required by Government to prepare fresh statements on the same principle as before; first, for 10 years, ending with 1842-43; and afterwards for three years, ending with 1844-45.

19. In the meanwhile, the Court of Directors having received the Board's despatch of January 8, 1845, with the statements first prepared by the accountant, had addressed the Government in the following terms:

"These statements have been prepared for the purpose of enabling you to carry into effect, as enjoined by us, the recommendation of the Select Committee of the House of Commons, which sat in 1836, that the duty to be imposed should be fixed at the lowest rate consistent with the maintenance of the revenue, and not exceeding the average rate of the net profit of the Company's monopoly for the last 10 years." The Under-Secretary's le dated November 18, 1

"We need only observe, that in these amended statements the salt accountant has rightly understood the principle on which it was our desire that they should be framed; the results above given being arrived at by deducting from the sale proceeds the charges incidental to the manufacture, store, and sale of salt on account of Government, excluding from consideration all charges belonging exclusively to the maintenance of the revenue, which would have to be incurred if the manufacture on the part of the Government were wholly abandoned, and the revenue derived by an excise on manufactured, and a customs' duty on imported salt."

* Paragraphs 59 to 62.

20. The Government, therefore, considering apparently, that the Court had sanctioned, not only the principle on which the accountant's statements had been prepared, but also the details, proceeded to fix the prices of the several descriptions of salt then in store, according to the accountant's average of those years, inclusive of the salary of the agents, and upon this footing the "cost price" of the several kinds of salt manufactured on account of Government has been calculated from time to time until now. The Court of Directors reviewing these proceedings in their despatch, dated August 18, 1847, observed, "The Government state (paragraph 2), that, in their opinion, the salary and commission of salt agents should be excluded from the cost of manufacturing and storing salt, as it appeared to them to be 'an item more properly chargeable to the collection of revenue as, in all probability, having to be incurred under any system for, purposes of prevention.' We differ from the Government in this opinion; for although, it may be admitted that some portion of the charge of the salaries of salt agents would have, under any system, to be incurred for preventive purposes, yet those officers are ostensibly and principally employed in superintending and controlling the manufacture of salt, and not in the collection of the revenue derived from it. We consider, therefore, that their salaries are fairly chargeable to the manufacture, and the exclusion of that item from the cost of the Government salt would undoubtedly give rise to cavils and objections on the part of importers."

Secretary Halliday's letter, dated November 3, 1847.

21. From the following statement it will be seen that the imports of Foreign salt, which up to 1844–45 were comparatively small, began to increase largely after the first reduction of duty, and that although the cost prices of Government salt have been intermediately reduced by economical arrangements, to the extent noted on the margin,* yet the imports have continued to increase, until in 1851–52, they amounted to 56½ per cent. of the whole rowannah supply.

	1844.	1852.
Hidgellee	74	66
Tumlook	85	68
Chittagong	87	76
Arracan	82	80
Sulkea.		
Cuttack	113	88
Balasore	118	75
Khoorda	121	85

	Wholesale.	Imports.	Excise.	Total.
	Maunds.	Maunds.	Maunds.	Maunds.
1842–43	38,70,635	8,92,740	..	47,63,375
1843–44	39,07,624	9,67,013	..	48,74,637
1844–45	41,50,346	9,70,595	..	51,20,941
1845–46	33,99,275	15,81,986	..	49,81,261
1846–47	37,11,446	14,66,744	..	51,78,190
1847–48	39,88,541	16,15,084	..	56,03,625
1848–49	33,16,637	16,10,256	16,450	49,43,343
1849–50	33,83,833	21,03,219	23,630	55,10,682
1850–51	28,25,100	26,01,033	35,000	54,61,133
1851–52	22,39,952	29,26,866	18,600	51,85,418

22. The result of this unexpected increase in the supply of Foreign salt has, of course, been to compel the Government to contract the home-manufacture, and, in pursuance of that object, to abolish the agency in the 24 Pergunnahs, to suspend the manufacture for an indefinite period in Chittagong, and to limit it in Cuttack to the quantity required for local consumption. The provision in the remaining agencies has also become less than in former years, and is likely, unless measures can be taken to alter the present tendency of affairs, to be still further diminished. No salt is now manufactured along the whole line of coast, from the Hooghly to the southernmost point of the Chittagong district.

23. This state of things, so injurious to the home producer, and to the industrial interests of the country, appears to the Board to demand close inquiry, and if possible, the application of a remedy. The discontinuance in any district of a manufacture in which thousands of persons have been engaged all their lives, and from which they have derived a large portion of their subsistence, is a most serious calamity, which the Government is bound to avert by every possible means, consistent with the maintenance of the revenue derived from salt, and with fairness to the foreign importers.

24. The Goverment has long ceased professedly to derive any advantage in the way of profit from the manufacture of salt, the principle upon which wholesale prices are adjusted having been, since 1846, at least to add the fixed duty to the cost of produce, calculated on an average of three years. The system of agency manufacture is therefore pursued, not with a view to make a profit by the manufacture over and above, or otherwise than in the form of, the fixed duty, but as the cheapest and most convenient form of collecting the revenue. But, in fact, the Government does, unwittingly, continue to derive a profit from the home-manufacture of salt, to the great advantage of the foreign trader, and the injury of the home-producer, by charging upon the agency salt several items of cost, which, though apparently connected with manufacture alone, are really incurred for the purposes of collecting the revenue, and preventing smuggling.

25. That this is really the case will appear clearly, if it be borne in mind, what is undoubtedly the fact, that the Government is not the manufacturer of the salt, but the purchaser, collector, and storer of it for revenue purposes, and that the competition is to be regarded not as between the importer and the Government, but, as between the foreign manufacturer and the molunghee, between the importer and the dealer, who, in the absence of Government interference, would bring the home-made salt to market.

26. Hence many of the agency charges, which, so long as the Government was regarded as the manufacturer, appeared to be, and, on that hypothesis, were no doubt rightly called, manufacturing charges, must stand in a very different light when the molunghee is regarded as the manufacturer, and the Government as interfering between him and the wholesale merchant, simply for the purpose of revenue.

27. If the salt now made in Bengal, instead of being collected by Government agents and stored in Government golahs, were made under the system of excise, the Government would obviously realize nothing but the fixed duty, and all charges of collection and prevention would fall on the revenue. Wherever persons were permitted to make salt under such a system, it would be necessary to employ additional establishments to supervise the works, and prevent frauds on the revenue, and it is probable that the regular preventive service would also have to be augmented, because the Mofussil officers of the Agencies are now employed in preventing smuggling, as well as in receiving the salt from the manufacturers. All the agency expenses which are now thrown upon salt would be swept away, but instead, there would have to be incurred an outlay in proportion to the number of works licensed, and the whole of this outlay must be a charge upon the revenue.

28. There cannot be a more apposite illustration of the truth of the foregoing observations, and of the disadvantage under which the native manufacturer now labours, than that afforded by a correspondence which has recently passed between the Board and the proprietors of the Narainpore salt works, regarding the special establishment maintained there to supervise the manufacture. The Government is aware that salt is made at Narainpore under an excise system, the fixed duty being paid on all salt cleared from the works under rowannah, and the proprietors disposing of the salt to the best advantage.

29. The expense of this establishment, which it is necessary to maintain, in addition to the regular preventive force of the Barreepoor division, has hitherto been borne by Government; but, on an application being made by other parties for permission to make salt elsewhere on similar conditions, it appeared to the Board that the above arrangement placed the proprietors of the Narainpore works in a better position than the molunghees, and the department in a worse position as regards the former than as regards the latter; because, in the case of the Narainpore works, the Government receives nothing but the bare duty, out of which it has to pay the additional establishment, whereas in the case of the molunghees, the Government clears the whole duty, and charges the whole expense of the extra preventive (included in what is termed the manufacturing) establishment to them.

30. But the proprietors, on being called on to say why on these grounds they should not be made to bear the expense of this extra establishment, employed exclusively for the surveillance of the works, protested against being placed in a worse position than importers of Foreign salt, who pay the fixed duty and nothing more; all charges of collection and prevention being paid by the Government from the revenue.

31. This objection appeared unanswerable, and hence the Board, being placed in the dilemma of either continuing to do injustice to the molunghees, by paying the expense of the Narainpore establishment from the revenue, or doing injustice to the Narainpore proprietors, by imposing upon them a charge from which importers are free, were under the necessity of allowing matters to remain as they were; for it was not in the power of the Board, on the one hand, to charge importers with the expense of collection or, on the other hand, to transfer any part of the charges which have hitherto been assumed to constitute the cost price, from salt to revenue.

32. It seems, therefore, to the Board that, in reconsidering each item of the charge, with a view to relieve the agency salt from all charges not borne by imported salt, or by salt made under the excise system, the question to be asked is, whether the charge would be incurred by private individuals or a joint-stock company engaged in manufacturing salt and bringing it to market, subject only to the restrictions necessary, as in the case of the Narainpore works, for the protection of the revenue. If this question cannot be answered in the affirmative the charge must necessarily, in the Board's judgment, be one either of prevention or of collection, not of manufacture, and therefore not properly chargeable on salt, but on revenue.

33. The Court have expressed their opinion that only those charges which would have to be incurred, under any system of management, ought to be debited to revenue; and in this category they include only those

charges which are not ostensibly connected with the manufacture. But, in the view taken by the Board, this opinion is defective, and its operation injurious to the Bengal manufacturers, in two respects; for, in the first place, the revenue ought to be charged not only with the expenses that would be incurred under any system, but with all expenses that, under a different system, would be saved altogether; and, in the next place, many of the charges, which are nominally of manufacture, are, in reality, of collection, and, consequently, debitable to revenue. No charge, in short, which, under a system of excise, would either fall on the Government or be saved altogether, ought to be included in the "cost price" of salt. Such charges are incurred for purposes of revenue, and not of manufacture.

34. It is very possible that, even after making all deductions from the cost price of agency salt, which, on the principle above explained, may be found practicable, Foreign salt will still continue to compete successfully with the produce of Bengal. This is especially the case with the salt of the United Kingdom, because of the great difference in bulk between the exports and imports, the former consisting entirely of raw produce, and the latter of manufactured goods. The excess tonnage must be filled up, and it is more to the advantage of the shipowner to import salt, at however low a freight, than to send a ship in ballast; for a salt cargo is considered beneficial to the timber of a vessel, and the salt is put on board and landed free of all charge to him. It cannot, however, be doubted that every reduction in the cost price of home-made salt will have a tendency to remove the disadvantage under which it now suffers, and at all events the native manufacturers will have no ground, as they now have, for complaining that they are ruined, not by fair competition, but in consequence of being burdened with charges incurred by the Government solely for purposes of revenue, and not properly incidental to the manufacture.

35. The Board now proceed to apply the principle laid down in the 32nd and 33rd paragraphs, to the several items of charge, as shown in the accompanying statement* for 1256, S. S., prepared from the accounts furnished by the several agents.

I. Cost Paid to the Molunghees.

	Rs.	A.	P.
Hidgellee	2,64,252	15	2¾
Tumlook	3,68,930	3	3
Balasore	1,05,923	4	6
Cuttack	67,124	13	11
Pooree	1,10,363	6	6
	9,16,594	11	4¾

36. This is no doubt purely a manufacturing charge, and must continue to be borne by salt. At the same time it may be observed that the cost is somewhat higher than it would be if the trade were in the hands of private dealers, as it is perhaps impossible entirely to suppress extortion and peculation on the part of the petty officers employed in receiving the salt and paying for it, and these unauthorized perquisites must augment the price of the salt. This, however, is only to be remedied by vigilance on the part of the salt agents, and the adoption of the lowest rates consistent with a fair remuneration for the molunghee's labour.

II. Aurung Charges.

(*a*). Fixed Establishment, Sudder and Mofussil.

	Rs.	A.	P.
Hidgellee	28,169	10	9
Tumlook	24,965	0	0
Balasore	16,157	14	11
Cuttack	11,746	7	1
Pooree	10,036	0	6
	91,075	1	3

37. The cost of the Sudder and that of the Mofussil establishments, though entered as one item in the statement, seem to the Board to rest on different grounds. The former, or something analogous to it, would probably have to be incurred by private individuals, on account of the receipt, storage, and delivery of salt, and therefore it is not proposed to relieve the salt of any part of the expense incurred under that head.† But the Mofussil establishment is employed exclusively for preventive purposes, and the cost of it, under a different system, would either be wholly saved, not to the Government only, but to the producer, whoever he might be, or incurred by the former for the purpose of maintaining an additional preventive force. If, as at Narainpore, the salt were to be made within a limited enclosure and stored on the spot, nearly the whole of the expense incurred for Mofussil establishments, under the existing agency system, would be saved; and if it were to be collected from molunghees, within a given extent of country, and stored at a convenient ghât, the existing preventive force would not be sufficient to prevent illicit manufacture and removal, and an additional preventive establishment, corresponding to the Mofussil establishment of the agencies, would be required. Under any circumstances, therefore, the charge of Mofussil establishment, as it is not necessarily a manufacturing charge, ought not, in the Board's opinion, to fall upon salt.

* Enclosure A.

† It must not be forgotten, however, that a portion of the time of some of the least paid officers of the Sudder establishment is taken up with the receipt of reports and disposal of cases connected with smuggling. It is not probable that the same amount of expense would be incurred by individuals, or a joint stock company.

(*b*). Burkundaz Guard.

38. This item may fairly be treated on the same principle as the salaries of agents, to be noticed presently, two-thirds being charged to revenue and one-third to salt. The burkundazes are chiefly employed to guard large accumulations of salt collected together for revenue purposes, and the value of which (rendering a guard necessary) is enhanced sixfold by the duty. Under an excise system a single chowkeydar would suffice to guard the store of a private merchant, so far as his interests were concerned, and any additional force which the Government might require, in order to prevent the removal of the salt without payment of duty, would not be a charge upon the manufacture.

	RS.	A.	P.
Hidgellee	2,086	2	10
Tumlook	2,014	12	0
Cuttack	192	0	0
	4,292	14	10

(*c*). Pensions.

39. These are clearly chargeable to revenue.

	RS.	A.	P.
Hidgellee	120	0	0

(*d*). Temporary Pokhtan Establishment and Dawk Runners.

40. These expenses appear to the Board to rest precisely on the same footing as the regular Mofussil establishment, and to be incurred only in consequence of the mode in which the Government thinks proper to collect the revenue. Under any other system, they would either be saved to all parties, or incurred directly and unquestionably as a revenue charge. They ought, therefore, to be charged to revenue.

	RS.	A.	P.
Hidgellee	5,488	0	0
Tumlook	6,656	8	0
Balasore	3,462	0	0
Cuttack	3,432	0	0
	19,038	8	0

(*e*). Ferry Establishment.

41. This is not properly a charge on the salt department. Certain ferries within the limits of the Government fuel lands have been either established, or resumed, by the agents and their rents appropriated. If the salt is charged with the expense of maintaining the necessary ferry establishment, it should be credited with the rents, but, in fact, neither ought to be taken into account, in estimating the prime cost of salt, and this item should, therefore, be excluded from the calculation.

	RS.	A.	P.
Hidgellee	352	7	2
Balasore	269	12	11
	622	4	1

(*f*). Building and repairing Golahs, Bridges, Drains, &c., and Cutcherries, and excavating Docks and Canals.

42. These, the Board think, must continue to be charged as expenses of manufacture. They would have to be incurred, perhaps to the same extent, under any system of management, by parties engaged in the trade.

	RS.	A.	P.
Hidgellee	4,484	5	7
Tumlook	3,234	3	11
Balasore	303	15	3
Pooree	81	15	0
	8,104	7	9

(*g*). Poonea Charges, Gatcha Salt Compensation, and Birtee Charity.

43. These are obsolete charges, which have been discontinued, and require no notice.

	RS.	A.	P.
Hidgellee	3,173	8	5¾
Tumlook	1,741	8	0
	4,915	0	5¾

(*h*). Temporary Bhangah Establishments, and Baskets, Jute, &c. used for Bhangah Weighment.

44. There are two weighments at the Hidgellee and Tumlook agencies, one in the Mofussil, called the "bhangah," and the other at the golahs, called the "purtul," or check. If the manufacture were conducted by private persons, one of these weighments would cease, as the salt would only be weighed once, whether it was purchased from the molunghees at the golahs, or at the place of manufacture. In the latter case, an article of such small value as salt would not be weighed a second time by the dealer, though the Government, for revenue purposes, might think it necessary to take measures to ensure the storage of all salt purchased from the molunghees. The Board therefore propose to charge the salt with the expense of the bhangah weighment, but to debit the cost of the purtul weighment (see next paragraph) to the revenue.

	RS.	A.	P.
Hidgellee	4,638	0	1
Tumlook	6,129	8	8
Balasore	124	6	6
Pooree	1,249	12	8
	12,141	11	11

(*i*). Purtul, or Import Weighment.

45. This item, as stated in the preceding paragraph, the Board propose to debit to revenue.

	RS.	A.	P.
Hidgellee	1,271	9	1½
Tumlook	2,439	2	2
	3,710	11	3½

(*j*). Cutcherry and Golah Ground-rents.

46. This is a manufacturing charge; rent would have to be paid for premises which any private trader might occupy.

	RS.	A.	P.
Hidgellee	13	15	10
Tumlook	600	0	0
Balasore	20	5	8
	634	5	6

(*k*). Fuel Watchers and Straw for covering Bahir Bandees.

47. These charges, incurred in the Cuttack agencies only, may be left as manufacturing charges,

	RS.	A.	P.
Balasore	1,284	0	0

(*l*). Zemindars Moshaireh.

	RS.	A.	P.
Balasore	28,246	3	4
Cuttack	17,899	15	5
Pooree	25,356	10	0¼
	71,502	12	9¼

48. This, as in the Cuttack province, is a payment of 1½ anna a maund to the zemindars of the province of Cuttack on all salt made within their respective zemindaries, partly as an equivalent for the use of the lands which they might otherwise devote to other purposes, and partly as a compensation to them for the profits they formerly derived from the manufacture of salt. In the former light it is doubtless a manufacturing charge, and the Board are not prepared to recommend that it should be otherwise treated. If the Government were to cease making salt in Cuttack, the payment would naturally cease,* and the fuel lands would revert to the zemindars, but their privilege of manufacturing salt would not revive.

(*m*). Value of Khorakee Salt to Zemindars.

	RS.	A.	P.
Balasore	2,018	12	5

49. This is clearly a revenue, and not a manufacturing, charge. It occurs only in the Balasore Agency, and appears to be a payment secured to the zemindars by way of compensation for the profits they enjoyed from the manufacture before the Government imposed a duty upon salt. The same amount would have to be paid to them under any circumstances, so long as a revenue continues to be derived from this source.

(*n*). Cost and Revenue of Surruf Salt.

	RS.	A.	P.
Balasore	2,508	15	11

50. This is a manufacturing charge, and ought properly to be included under the first head, viz., cost paid to the molunghees.

(*o*). Contingencies.

	RS.	A.	P.
Hidgellee	1,452	14	6
Tumlook	208	2	5
Balasore	547	11	5
Cuttack	1,342	0	6
Pooree	197	6	3
	3,748	3	1

51. The details of these are not specified in the accounts rendered to the Board, but the amount is small, and the Board would propose to charge one-half to manufacture, and the other moiety to revenue; to allot it in any other proportions that, on further inquiry, might be found more accurate.

III. Transportation Charges.

	RS.	A.	P.
Hidgellee	14,422	15	10
Tumlook	23,461	6	10
Balasore	5,229	2	2
Cuttack	1,740	5	7
	44,853	14	5

52. These are incurred for conveying the salt from the aurungs, or manufacturing grounds, to the agency golahs. So far as this operation, as conducted by Government, takes the salt out of the regular course of trade, which it would follow if manufactured under an excise system, the charge must be considered as one of revenue, and not of manufacture. For instance, the whole of the salt produced in the Tumlook agency, say, 7,00,000 maunds, is for the convenience of Government, and the security of the revenue stored at Tumlook, contiguous to the agent's office and residence, and a large proportion of it is brought from the banks of the Huldee river, and other distant aurungs. Supposing the same quantity of salt to be manufactured under an excise system, and the average quantity made at each licensed work to be 50,000 maunds (nearly double the quantity made at the Narainpore works), it is obvious that a considerable proportion of the transportation charges would be saved. The proprietor of each licensed work would store his salt at a place conveniently accessible to merchants, and from thence, as in the case of Narainpore salt, it would be conveyed, under rowannah, direct to its destination. It appears, therefore, to the Board, that only a proportion of these charges should be debited to salt. It is impossible to say exactly what that proportion is, and indeed it must differ in every agency; but on the whole the Board believe that, under an excise system, the cost of transporting the salt to the local depôts would be considerably less than one-half that incurred by Government for the same purpose. At Narainpore, the cost is nearly nominal, as the store is immediately contiguous to the works, and on the banks of a navigable river. To transfer one-half of the present charges of transportation from salt to revenue appears therefore to the Board a moderate proposal, and less than, in strict justice to the manufacture, might be made.

IV. Khullaree Rents.

	RS.	A.	P.
Hidgellee	22,753	10	11
Tumlook	3,880	9	8
	26,634	4	7

53. This item ought never to have been included in the cost price of the salt, even on a strict construction of the principle laid down by the Court. The Board presume it to have been supposed by the accountant that these rents, as they are improperly called, were paid to the zemindars for the use of the khullaree lands, and would cease on the discontinuance of the manufacture; but this supposition, if formed, is certainly erroneous. The nature of the khullaree rents, or rather duty, in the agencies of the 24 Pergunnahs and Chittagong, was fully investigated by a Committee in 1820; and by a resolution

* It is an open question whether, under such circumstances, the proprietors of the Tributary Mehals would not be entitled to some compensation.

of Government, dated the 8th of September of that year, the amount of these rents was settled on the zemindars in perpetuity. By a subsequent resolution of Government, dated the 30th of March, 1836, the khullaree rents paid to the zemindars of *settled* estates in Hidgellee, were declared to be of the same character, and precisely analogous to the moshaireh paid in *unsettled* estates of the same district, which has already been specially excluded from the calculation of the prime cost of salt.

V. Salary of Agents.

54. Under this item, may also be considered those of deputy and assistant salt agents, civil assistant surgeon and native doctor, and the Commissioner's salary in Cuttack.

	Rs.	A.	P.
Hidgellee	49,200	0	0
Tumlook	32,400	0	0
Balasore	17,422	3	2
Cuttack	16,222	3	3
Pooree	12,333	5	0
	1,27,577	11	5

55. These charges, it appears to the Board, are purely incidental to a Government system of manufacture, and are incurred solely for the purpose of collecting the revenue and preventing illicit manufacture. Were the manufacture and provision of the salt in private hands, it would either be necessary to employ trustworthy agents or goomastahs to look after the works, or the proprietor of the works must himself superintend the manufacture, and derive from it some remuneration for the time and labour, over and above the profit, with which, as an absentee, he might be satisfied. But the proprietors, or their agents, would, under those circumstances only, have to see that all salt paid for was brought into store and accounted for. It would be no business of theirs, as it is of the Government agents, to prevent other people from manufacturing salt. And the expense of employing any probable number of native agents on that footing would be very much less than the cost of a single European functionary, such as those to whom the Government find it necessary to entrust the management of an agency, whose duty is not confined to the mere purchase and delivery of salt as an article of merchandize, but comprehends the prevention of illicit manufacture, smuggling, and peculation, the prevention of extortion by the petty officers of the department, and, in short, the monopoly of an article of which the value is raised by the imposition of duty to six times its prime cost. The Board therefore propose to charge only one-third of the Bengal agents' salaries, or 10,000 rupees each to salt, and in Cuttack the difference between the salaries of the agents, and those which they would draw if they were Collectors only, viz. 5,000 rupees each.

The expense of deputy and assistant agents and medical officers ought, in the Board's opinion, to be borne entirely by the revenue, and no part of the salary of the Commissioner of Revenue in Cuttack (who is not paid differently from Commissioners employed exclusively in land revenue duties) should be charged to salt.

VI. Charges for transporting Salt to Sulkea.

	Rs.	A.	P.
Balasore	48,498	4	0
Cuttack	17,989	2	0
Pooree	54,895	8	7
	1,21,382	14	7

VII. Charges for receiving and delivering Salt at Sulkea.

VIII. Cost of Establishment at Sulkea.*

	Rs.	A.	P.
Balasore	659	0	1
Cuttack	4,609	2	6
Pooree	13,172	5	7
	18,440	8	2

56. These are no doubt manufacturing, or rather producing, charges, as they would have to be incurred under any circumstances in respect to the salt of Cuttack, and to such portion of Hidgellee salt as the first-hand dealers might think expedient to bring to market at Calcutta, instead of selling to wholesale merchants on the spot. But it is to be apprehended that these necessarily heavy charges may oblige the Government to discontinue the manufacture, except for local consumption. This, indeed, has already happened in Cuttack itself; and the same result is likely to follow in Khoordah, the produce of which is for sale at Sulkea, at a higher price than that of Hidgellee.

IX. Value of Salt lost by Accident.

	Maunds.
Hidgellee	1,32,719
Tumlook	30,200
	1,62,919

57. Where salt is lost by accident in course of manufacture or transport (provided the latter is in the ordinary route of traffic), or even when stored in heaps in the aurungs, the value of the salt so lost is fairly debitable to the prime cost of the remainder, but when salt is lost in its passage to a central Government depôt, out of the regular course of trade, or after being stored therein, the value of such salt ought to be charged to the revenue. The Government consider it necessary for revenue purposes, and in order to prevent a possible dearth of salt, to keep in store a stock of 40 or 50 lacs of maunds *in addition* to the ordinary stocks in the hands of the dealers; but under an excise system no such necessity would exist, and the risk attending such a vast

* This item does not appear in the annexed statement, not being included in the accounts, but it enters into the triennial adjustment prepared by the accountant.

accumulation would be incurred neither by the Government nor by the private dealers.

58. If, of the charges above detailed, those which the Board propose to charge to revenue be deducted from the present cost price of salt, it may be expected that at the next annual revision the wholesale price of the salt of the Bengal agencies may be reduced by about 15 rupees the 100 maunds, and of the Cuttack agencies by somewhat less. Supposing only the same quantity of salt to be sold by wholesale as in 1851-52, the gross proceeds would be diminished thereby by about 2,82,027 rupees,* and as the actual expense would remain the same, the whole would be a net loss to Government, and this loss would increase in proportion to the improvement which the proposed deductions might create in the demand for home-made salt, supposing a corresponding diminution to take place in the import of Foreign salt.

59. Upon this a question arises whether the Government is to sustain this loss for the benefit of the molunghees, especially after the diminution which the salt revenue has sustained in consequence of the successive reductions of duty that have taken place since 1844. Undoubtedly, as it appears to the Board, if the measures above advocated are necessary in order to place the salt manufacturers of Bengal on a fair footing of equality with the foreign producer, and to annul the protection which the latter has enjoyed since the change in the system of regulating prices, and in the manner of conducting the sales of Government salt, was introduced, the expense necessary for the accomplishment of this object must be borne by Government. If it be thought that the result of reducing the duty upon salt is not favourable, and that the increase in consumption has not sufficiently compensated for the loss of revenue, the remedy for this is a partial re-imposition of the duty on all kinds of salt, both home and foreign, not the maintenance of an unfair charge upon one, for the benefit of the other. The two questions, in fact, have no connexion with each other.

60. It may perhaps be thought, as apprehended by the Court of Directors in 1847, that the foreign producers, especially those of the United Kingdom, may cavil at the measure, and renew those objections to the mode of administering the salt revenue of Bengal, which, since the admission of Foreign salt on such eminently favourable terms, have been silenced. The Government, however, as already observed, has no interest whatever, so far as the salt revenue is concerned, in maintaining the home manufacture. It is bound to take care that the industry of its native subjects is not subjected to any burdens which are not equally borne by the foreign importer, and no fear of misrepresentation or of clamour, unfounded in reason, is likely to induce it to swerve from this object, when the means of attaining it are satisfactorily made out.

61. If it be asserted that, however the matter be disguised, the Government is actually the manufacturer of salt in Bengal, that it makes advances for the salt, and that, in fact, the molunghees are its labourers and servants, who are paid according to the quantity of salt they produce, instead of by daily wages, the reply must be that this assertion is founded in error. The fact that Government is precluded from deriving profit from the purchase and sale of salt, and that it is not interested in maintaining the manufacture, and the equally certain fact that it is the molunghee alone, and not the Government, who suffers by the discontinuance of the home manufacture, and benefits by its extension, are, in the Board's opinion, altogether inconsistent with the position which, for the sake of argument, has been supposed.

62. Mr. Gordon, I am desired to add, cannot concur in the recommendation of his colleagues; he does not object to the soundness of the reasoning by which it is established that much of what is charged as the cost of home manufactured salt in this country does not belong strictly to cost; but he holds, that as it is found necessary to derive an important revenue from salt, the Government is bound to charge unavoidable expenses either to cost or to duty. If this be not done, the loss, Mr. Gordon observes, will fall inevitably on Government, and that, he imagines, can be ill afforded at present. The proposed diminution in the price of salt cannot be added to duty, and Mr. Gordon would, therefore, leave things as they are until the Government is at liberty to readjust the rate of duty chargeable on foreign and home salt.

I have, &c.,

CECIL BEADON, *Junior Secretary.*

Board of Revenue, Fort William,
29 *June,* 1852.

	Maunds.		Rupees.
* Bengal salt ..	15,35,260	at 15 per cent. ..	2,30,289
Cuttack salt ..	5,17,380	at 10 per cent. ..	51,738
Arracan and Madras Salt	1,77,840		
Total	22,30,480		2,82,027

STATEMENT of the Cost of Salt Manufactured in 1256 S.S., or 1849–50.

	Hidgellee.	Tumlook.	Balasore.	Cuttack.	Pooree.		
					For Pangah.	For Kurkutch.	Total.
	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.
I. Cost paid to the molunghees	2,64,252 15 $2\frac{3}{4}$	3,68,930 3 3	1,05,923 4 6	67,124 13 11	69,482 8 6	40,880 14 0	1,10,363 6 6
II. Aurung charges, viz.—							
a. Fixed establishment, Sudder and Mofussil ..	28,169 10 9	24,965 0 0	16,157 14 11	Sudder. 7,293 9 8 / Mofussil. 4,452 13 5	2,497 1 9 / 7,322 14 11	4,258 14 3 / 2,713 1 7	6,756 0 0 / 10,036 0 6
b. Burkundauz Guard	2,086 2 10	2,014 12 0	..	192 0 0	..	..	..
c. Pension	120 0 0	..	..	..	..	..	..
d. Temporary Poktan establishment ..	5,488 0 0	6,656 8 0	3,462 0 0	3,432 0 0	..	..	..
Temporary Dawk runners	..	..	315 0 0	..	..	..	..
e. Ferry establishment	352 7 2	..	269 12 11	..	..	..	..
f. Building and repair golahs	1,758 10 7	499 12 0	3 0 0	..	..	..	..
Ditto bridges, drains, &c.	668 6 10	..	..	..	..	..	..
Ditto cutcherries	1,070 14 5	517 7 10	178 12 6	..	67 15 0	14 0 0	81 15 0
Excavating docks	141 11 9	..	..	..	..	..	..
Ditto canals for embankments, &c.	844 10 0	2,217 0 1	122 2 9	..	..	..	..
g. Poonea charges	105 8 0	..	..	..	..	..	..
Gutcha salt compensation	2,433 0 0	1,741 8 0	..	..	..	..	..
Birtee charity	635 0 $5\frac{3}{4}$	..	..	..	..	..	..
h. Temporary bhangah establishment	4,368 0 0	6,017 0 0	..	..	..	..	..
Baskets, jute, &c. for bhangah weighment ..	270 0 1	112 8 8	124 6 6	..	357 4 $9\frac{1}{2}$	892 7 $10\frac{1}{2}$	1,249 12 8
i. Purtul or import weighment	1,271 9 $1\frac{1}{2}$	3,439 2 2	..	..	..	..	..
j. Cutcherry and golah ground-rents	13 15 10	600 0 0	20 5 8	..	..	..	..
k. Fuel watchers	..	..	960 0 0	..	..	..	..
Straw for covering bhar kundee	..	..	324 0 0	..	..	..	..
l. Zemindars' moshaireh	..	..	28,246 3 4	17,899 15 5	11,746 11 $3\frac{3}{4}$	13,609 14 $8\frac{1}{2}$	25,356 10 $0\frac{1}{4}$
Carried forward							

Enclosure A.—Statement, &c.—*continued.*

	Hidgellee.	Tumlook.	Balasore.	Cuttack.	Pooree.		
					For Pangah.	For Kurkutch.	Total.
	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.	C.Rs. A. P.
Brought forward			2,018 12 5	..	..	..	..
m. Value of Khorakee salt to zemindars	..	..	..	..	..	..	..
n. Cost and revenue of Surruf Salt	..	..					
o. Contingencies	1,452 14 6	208 2 5	547 11 5	Sudder. 947 14 6 / Aurung. 394 2 0	72 15 0	124 7 3	197 6 3
III. Transportation charges	14,422 15 10	23,461 6 10	5,229 2 2	1,740 5 7	..	..	..
IV. Khullaree rents	22,753 10 11	3,880 9 8	..	..	..	..	..
V. Salary of Commissioner in Cuttack	..	..	3,888 14 2	3,888 14 3	..	..	..
V. Ditto salt agent	42,000 0 0	30,000 0 0	9,333 5 0	9,333 5 0	3,449 15 0	5,883 6 0	9,333 5 0
V. Ditto deputy salt agent	3,600 0 0	..	..	..	..	..	..
V. Ditto uncovenanted assistants	..	2,400 0 0	4,200 0 0	3,000 0 0	1,108 14 0	1,891 2 0	3,000 0 0
V. Ditto civil assistant surgeon	3,600 0 0	..	..	..	..	..	..
V. Ditto native assistant doctor	..	..	..	..	..	..	..
Total	4,01,880 4 4	4,76,661 0 11	1,83,833 12 2	1,19,699 13 9	96,106 4 3¼	70,268 3 8	1,66,374 7 11¼
Deduct Julkur rent, and sale proceeds of grass of Julpai lands	..	889 1 7	..	..	..	..	..
Net charges	4,01,880 4 4	4,75,771 15 4	1,83,833 12 2	1,19,699 13 9	96,106 4 3¼	70,268 3 8	1,66,374 7 11¼
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
PROVISION.							
IX. Quantity of salt stored	5,73,033 0 0	8,13,069 0 0	It does not appear from the Cuttack Returns whether the produce as stated below is exclusive or inclusive of losses.				
IX. Salt lost by accident	1,32,719 0 0	30,200 0 0					
Total manufacture	7,05,752 0 0	8,43,269 0 0	3,45,489 0 0	2,14,799 0 0	1,91,777 0 0	3,27,047 0 0	5,18,824 0 0

Enclosure A.—Statement, &c.—*continued.*

	Hidgellee.	Tumlook.	Balasore.	Cuttack.	Pooree.		
					For Pangah.	For Kurkutch.	Total.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Average cost per 100 maunds of salt stored ..	70 2 1½	58 8 3	53 3 4½	55 11 7	50 1 9¾	21 7 9¼	32 1 1
Ditto ditto total manufacture ..	56 15 1	56 6 8½					
VI. Additional charges for Cuttack salt stored at the Sulkea golahs; charges for transporting salt from the aurung golahs, &c., to the banks of the river.	..	..	2,509 10 10	3,327 12 5	9,584 3 3	..	..
Contingent charges of every description in the aurungs, including Tippu Novice allowance ..	..	..	1,221 8 11	..	..	..	..
Freight to Sulkea, including Bharbojaie and Mats.	..	..	26,596 13 11	11,868 11 1	44,185 10 10	..	..
Export establishment (including in Balasore a portion of superintendent's salary)	..	..	18,170 2 4	1,648 14 10	1,125 10 6	..	..
Charges for removing in C. Cuttack mds. 8,113:10 of salt from the Bhowries to the aurung golahs	..	..	..	81 2 1	..	..	..
Charges for loading vessels at the export ghat (Hunsooah)	..	..	..	1,062 9 7	..	..	..
VII. Charges for receiving and delivering salt at Sulkea.	..	..	659 0 1	4,609 2 6	13,172, 5 7	..	..
VIII. Cost of establishment at Sulkea (this item does not appear in the agency statements)	..	..	..	..	..	..	..
Total	..	..	49,157 4 1	22,598 4 6	68,067 14 2	..	..
	Mds.	Mds.	Mds.	Mds.	Mds.		
Quantity of salt exported for Sulkea	..	..	2,59,434 0 0	67,054 0 0	1,67,790 0 0	Taken from the Cuttack export account of 1850–51.	
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		
Average cost per 100 maunds of transport to and store at Sulkea	..	..	18 15 2	33 11 2½	40 9 1		
Add cost of manufacture as above	..	..	53 3 4¼	55 11 7	50 1 9¾		
Average cost per 100 maunds of Cuttack salt at Sulkea.	..	..	72 2 6¼	89 6 9½	90 10 10¾		

Board of Revenue, Fort William, June 29, 1852.

C. Beadon, *Jun. Secretary.*

MINUTE by the Most Noble the Governor of Bengal.

Salt.

1. The letter of the Revenue Board is, to my mind, a convincing paper.

I hardly concur in their views that the Government is not the manufacturer of the salt; it is, at all events, the trader in that article, and the argument remains valid.

2. For reasons which are held to be conclusive, the Government of Bengal has long raised a portion of its revenue from salt. Instead of raising this revenue by the machinery of an excise, the Government has itself monopolised the sale of the article, and has thus obtained its return to the public treasury.

3. To warrant the Government of Bengal in continuing this system, I conceive it is essential that the operation of the system should clearly involve no injustice to the importer of salt from without, or to the producer of home salt in India.

The representations of the Revenue Board, in my humble judgment, have established that, under the existing system, no injustice is done to the importer of salt, but that great and growing injustice is inflicted on the native producer of that article.

4. The importer of salt from England or from elsewhere, has a right to expect that he should not be exposed by the determination of the Government of Bengal to retain the monopoly of salt in its own hands, to any greater competition than he would have to contend with if the monopoly were abolished, and the traffic in salt, like the traffic in any other article, were carried on by ordinary traders.

The Government of Bengal, acquiescing in that principle, have long since given effect to it by establishing that the selling price of their native salt shall consist of the amount of the import duty on Foreign salt, plus the cost of manufacture and conveyance for sale of the native article.

5. But I think the Revenue Board have conclusively shown that in "the cost of manufacture and conveyance for sale," the Government have included many items which cannot correctly be classed under either of these heads, but which belong to other operations of the Government, such as collection of revenue or charges of preventive service. The selling price of the home salt has thus been enhanced beyond what the selling price would be in the hands of an ordinary trader, by the whole amount of these extraneous items. The direct effect of this has been to enable imported salt to compete with native manufactured salt so successfully that it is thrusting the latter out of the market, while, if the selling price of native salt were what it would be in the hands of native traders it might still hold its ground.

6. Thus the Government has, unwittingly, been doing a great injustice to the native producer. For by raising the selling price of his produce unduly the Government is destroying its sale and is thus depriving him of the employment whereby he gains his livelihood, and which he would still have retained under a system of ordinary trading, where the lower prices would probably have kept the article in the market.

7. The Revenue Board have shown that this is not a partial effect, but that it is felt so widely and severely as to call for the close and immediate attention of the Government.

8. If this Government be reproached with endeavouring to unsay its former conclusion, as to the selling cost of Government salt, I reply that the conclusion of the Government has been, in my judgment, proved to be erroneous, and its calculations faulty, and that it is the duty of the Government to amend the error now that it has found it out.

The Government, in my opinion, should be far less ashamed of confessing that it has committed a blunder than of showing reluctance to remedy an injustice, lest it should, at the same time, be convicted of having previously blundered.

Necessity may unfortunately compel this Government, for the present, to continue to raise an objectionable impost upon an article of first necessity, but nothing can justify the Government in pursuing, for this purpose, a system which unduly exposes a portion of its people to disadvantages that are rapidly depriving them of their means of livelihood. It is, therefore, I think, the plain duty of the Government to endeavour to remedy this evil at once, in the mode pointed out.

9. If it be objected that to do so will involve a sacrifice of revenue I reply that, even if it should reduce the revenue, the plea cannot be admitted. This is a question of duty and justice, not one of expediency or profit. If it be admitted, as I think it must, that the people are bearing an unfair burden, it is the duty of the Government to lighten it, at whatever sacrifice.

10. It may be, too, that the imported salt, with the many advantages which it is shown to enjoy in its import over other articles of commerce, may still drive the native salt out of the market, even at its re-adjusted price. If this should prove to be the case, the Government will have to reconsider the question under that new aspect. Its present duty is obvious.

11. Lastly, if it should be objected that this revisal of the selling price of native salt, in India, will create remonstrances, and raise clamour among the owners and exporters of salt from England to India, the answer is easy: the act of the Government here can be shown to be founded on justice and necessity; any clamour against it in England, therefore, will have no foundation in justice or reason, and, accordingly, it ought to be and safely may be, disregarded.

12. So great a change, however, cannot with propriety be carried into effect, until a reference shall have been made to the Court of Directors.

Let this be done by next mail; and, as the case is urgent, an early reply should be requested.

September 11, 1852. DALHOUSIE.

Appendix P.—No. 3.

Memorandum prepared by the Accountant to Government, and approved by the Board of Revenue, explanatory of the General principles upon which the statements of 3 years' average adjusted Cost and Charges of Salt manufactured and stored in Bengal Agencies, and at Sulkea, are drawn up.

"Object of the Statement."

To enable the Board to ascertain the rate per 100 maunds at which the salt is made and stored, with a view to a determination of prices. Board's letter to Officiating Accountant, dated September 14, 1848.

"Quantity Manufactured and Stored."

2. The quantity exhibited as stored, in the annual provision statements submitted by the agents to the Board is entered in this column. Arracan salt, after purchase, is sent to Chittagong, and the quantity so sent, which is exhibited in the annual statements of receipts and deliveries of both the Arracan and of Chittagong Agencies, is taken for the 3 years' statement. The separate statements of Cuttack, Balasore, and Khoordah salt, show under this column the quantities actually imported into the Sulkea golahs, out of the gross quantity manufactured and stored at the agencies, including surruf, or surplus, salt. These are obtained from the agents' annual statements, and the accounts furnished by the superintendent of Sulkea golahs.

"Quantity lost by Dryage and Wastage."

3. The quantity actually lost at the aurungs and golahs by dryage and wastage,* and the quantity lost in transit from the aurungs to the golahs, are taken from the annual provision statements, and the *golah clearance statements, passed by the Board*, as also from the monthly statement of receipts and deliveries of the agencies and retail golahs. Upon the quantity of salt of each season, actually in store at the close of the official year to which the statement appertains, an estimated loss for dryage at $2\frac{1}{2}$ per cent. is calculated, and written off with the actual losses for wastages, &c., as ascertained from the statements, &c., referred to. Accountant's letter to Board, dated December 26, 1848, paragraph 6.

"Net quantity Stored."

4. The quantity remaining for sale after deducting the wastages, and loss in transit and estimated loss, is exhibited in this column.

"Cost paid to Molunghees."

5. Is purely a manufacturing charge, and must continue to be borne by the salt stored. The price at which the Arracan salt is purchased, is exhibited in the statement as cost of this salt sent to Chittagong, to which is added also the freight paid for exporting salt, and a portion of the establishment and contingent charges incurred at Arracan; and the charge for receiving and delivering salt at Chittagong, Cuttack, Balasore, and Khoordah salt at Sulkea, are respectively debited with a portion of their relative cost, as adjusted in the salt books, calculated on the quantity imported into the Sulkea golahs. Board's letter to Government, dated June 29, 1852.

"Transportation Charges."

6. The whole of the expenses of transportation (from the aurungs to the golahs) is charged to the cost price of salt. Against Cuttack, Balasore, and Khoordah salt at Sulkea, a proportionate amount of the charge, calculated on the quantities actually imported into the Sulkea golahs, is debited. Retail transportation charges, or charges incurred in transporting salt from the aurungs or golahs to the chowkeys for retail sale, are entirely excluded from the statement. Board's letter to Officiating Accountant, dated April 11, 1854, paragraph 2.

"Aurung Charges."—Agent's Salary.

7. One-third is debited to salt produced in Bengal agencies. Against Cuttack, Balasore, and Khoordah salt, a sum of rupees 5000 only is debitable each year, out of the consolidated salary of the officer in charge of the agency. A proportionate amount of this sum, calculated on the quantity of salt sent to Sulkea, is debited in the statement. Salaries Board's letter to Government, dated June 29, 1852, paragraphs 54 and 55.

* The calculation of actual loss by dryage and wastage is made only upon the cleared salt belonging to the three years included in the statements, and does not include loss on the salt of previous years cleared during that period.

of assistants and deputy agents, civil assistant surgeons and native doctors, and commissioners' salary in Cuttack, are excluded.

"Sudder Establishment."

Bard's letter to Government, dated June 29, 1852, paragraph 37.

8. This charge, or something analagous to it, would have been incurred by private individuals for the receipt, storage, and delivery of salt, and therefore the whole of it is chargeable to the cost of salt. Cuttack, Balasore, and Khoordah salt sent to Sulkea is debited with a proportionate amount of this charge. Mofussil establishment is employed exclusively for preventive purposes, and, therefore, no part of the charge incurred on this account, is debitable to salt.

"Burkundauzes' Guard Establishment."

Board's letter to Government, dated June 29, 1852, paragraph 8.

9. Employed chiefly to guard large accumulations of salt collected together for revenue purposes, and hence two-thirds of the charge is debitable to revenue and one-third to salt. The Cuttack province salt at Sulkea is debited with a proportionate amount of the one-third portion.

"Temporary Bhangah weighment Charges."

Board's letter to Government, dated June 29, 1852, paragraph 44.

10. There are two weighments at the Hidgellee and Tumlook Agencies. One in the Mofussil, called the "Bangah," and one at the golahs, called the "Purtul." The charges incurred on account of the former are wholly debitable to the cost of salt; those incurred on account of the latter weighment are excluded from the account.

"Ruftany or Ghât Establishment."

Board's letter to Government, dated March 13, 1854.

11. Entertained for the receipt, charge, and delivery of rowannah salt. The whole is debitable to the cost of manufacture. In adjusting the Chittagong accounts, one-third portion of this item is debited to the Madras and Arracan salt, imported for retail sale.

"Cutcherry and Golah Ground Rents."

Board's letter to Government, dated June 29, 1852, paragraph 46.

12. This is a manufacturing charge, and is debited to the cost of salt. Against Cuttack Province salt at Sulkea, a proportionate amount is debited.

"Building and repairing Golahs, Bridges, &c., and excavating Docks, Canals, &c."

Ditto. Ditto.

Board's letter to Accountant, dated April 11, 1854, paragraph 5.

13. The whole is debitable to the cost of manufacture at Hidgellee and Tumlook, Two-thirds of the charge for building and repairing golahs are debitable to the cost of pungah salt at Chittagong, and one-third to the cost of Arracan and Madras permit salt. As Arracan salt at Chittagong is required to be valued on the principles of other salt included in the 3 years' statement, one-sixth of the gross charge incurred on the above account, or one-half of the one-third portion reserved for retail salt, is debited to the cost of it. Cuttack province salt at Sulkea is debited with a proportionate amount of like charges, calculated on the quantity of salt actually sent to the Sulkea golahs.

"Contingencies."

Board's letter to Government, dated June 29, 1852, paragraph 51.

14. One-half is debitable to salt and one-half to revenue. Cuttack province salt sent to Sulkea is debitable with a portion of the half, calculated on the principle above explained.

"Khullaree Rents."

Board's letter to Accountant, dated April 11, 1854, paragraph 7.

15. Paid at Hidgellee and Tumlook for the use of land on which salt is manufactured and fuel grown, are properly a manufacturing charge, and altogether different from the Khullaree remissions granted in the 24 Pergunnahs, agreeably to the Government resolution, dated September 8, 1820. Similar rents paid at Chittagong should be charged in the statement to the cost of salt. Khullaree rents paid under Government resolution, dated March 30, 1836, to the zemindars of settled estates in Hidgellee are to be excluded.

"Zemindars' Moshaireh."

Board's letter to Government dated June 29, 1852.

Board's letter to Government, dated June 29, 1852, paragraph 48.

16. This is a payment at variousr ates (*generally* 1½ *anna per maund*) to the zemindars in Cuttack province for the use of the salt and fuel lands, and is a Khullaree rent merely under another name. The whole of this charge is debited to the salt manufactured, to the salt sent to Sulkea a proportionate amount is charged in the 3 years' statement.

"Value of Salt lost by accident."

Board's letter to Government, dated April 26, 1853.

Board's letter to Government, dated June 29, 1852.

17. When salt is lost in course of manufacture or transport (provided the latter is in the ordinary route of traffic) or even when stored in heaps in the aurungs, the value is debited to the prime cost, but when lost in its passage to a central Government depôt out of the regular course of trade, or after being stored therein, the value ought to be debited to revenue. When salt, of which the delivery has not been taken by the Government officers, is lost by gale, &c., the value should be excluded from the statement.

"Charges for exporting Salt to Sulkea."—"Charges for receiving and delivering Salt at Sulkea."—"Cost of establishment at Sulkea and contingent charges."

18. These are no doubt manufacturing, or rather producing charges, and are dealt with in the following manner, viz.: the charge first mentioned, incurred by agents in the Cuttack provinces, is as usual, entered in the cash accounts of the agents after audit, and as the bills audited by the commissioner of revenue are not returned to the agents in time to admit of their amount being adjusted within the salt year to which they appertain, it generally happens that a portion of the charges incurred during the last year of the triennial period, is entered in the agents' accounts, and adjusted in the salt books of the ensuing year. This portion of the charge, therefore remains unincorporated in the statement of the year with which the return is closed. This defect, however, is supplied in the succeeding years return, after audit and adjustment of the charge omitted in the previous year's statement.* Item 2nd is debited in the statement against the particular salt on account of which the charge is incurred, and it is so adjusted in the salt books. The 3rd item likewise is debited in *proper portions* against salt of different descriptions and seasons in store at Sulkea, with the exception of Hidgellee salt, which is not debited in the statement with any portion of this charge, nor with the charge incurred in exporting that salt to Sulkea, because it has been the practice with the Board, when offering Hidgellee salt for sale at Sulkea, to add to the fixed price thereof a sum sufficient to cover all charges for export, storage, &c.†

Board's letter to Government, dated June 29, 1852, paragraph 56.

Accountant to Board, dated March 8, 1851.

Board to Accountant, dated April 24, 1854.

"Pensions."—"Ferry Establishment."—"Temporary Poktannee Establishment," &c.—"Dawk Runners."—"Value of Khorakee salt to Zemindars."—"Purtul weighments."

19. These are chargeable to revenue.

20. As the 3 years' statement professes to show the salt manufactured during 3 successive seasons, or salt years, the charges, as adjusted in the books according to such years (from October to September), are necessarily included in it, and not those charged in the agency cash accounts from May to April of each official year.

Board to Government, June 29, 1852, paragraphs 39, 40, 41, 45, and 49.

Enclosure No. 1.

Extract from a Letter, from the Officiating Secretary to the Board of Revenue, to the Officiating Accountant to the Government of Bengal, dated November 24, 1854.

4. Adverting to your suggestion that the Sulkea expenses "should be apportioned on all salt, exactly as the general charges of the department," I am to state that the Board are not aware of any general charges debited to the price of salt. If it is your intention to propose that they should be made a *revenue*, instead of a production, charge, much might be said in favour of such a view; but, considering that the greater part of the Cuttack salt is exported from the aurungs and is, therefore, not subject to the item of "ruftany or ghat establishment," charged on other salt, and also that salt imported from Madras is necessarily liable to a storage charge, the Board are in favour of retaining the Sulkea charges as an item of cost price of the salt delivered therefrom. As already observed, however, the way in which it is now calculated seems erroneous and objectionable.

5. The total capacity of the golahs at the Sulkea depôt is nearly 35,00,000 maunds, of which storage room to the extent of about 5,00,000 maunds is assigned for bonding purposes. The annual receipts and deliveries of Government salt may be taken at about 15,00,000 maunds, on a rough average; the quantity of salt bonded varies very much, but the average is not less than 4,00,000 maunds. The golah rent, for 1852-53, amounted to rs. 19,025. Setting off this against rs. 64,411 : 1, the total expense for that year, there remains a net expenditure of rs. 45,386 : 1, which is nearly at the rate of 3 rupees per 100 maunds, upon the average quantity of agency salt annually stored at Sulkea. The Board propose, therefore, that, instead of the present plan, a fixed charge of 3‡ rs. be assessed on every 100 maunds of Government salt stored in those golahs. This will enable them, on bringing up salt from the agencies, for immediate sale, to know exactly what price to fix on it.

* It was determined, with respect to this first item, to exhibit as charge against the salt of each year, the actual expense, whether adjusted or unadjusted, incurred on account of the salt of that year. Board's letter, dated November 24, 1854, paragraph 2.

† With respect to this third item, it was determined that a fixed rent of 3 rupees 4 annas per 100 maunds should be charged as an item of cost price, against all Government salt stored in the Sulkea Golahs. See extracts of correspondence annexed. Enclosures 1 to 3.

‡ In the statement which accompanied your letter the charge is only about 2 rupees.

Enclosure No. 2.

Extract from a Letter, from the Officiating Accountant to the Government of Bengal, to the Junior Secretary to the Board of Revenue, dated December 21, 1854.

3. As the Board seem desirous of retaining the Sulkea charges as an item of cost price, on all Government salt stored at the golahs, I would suggest that, as there is considerable variation in the annual receipts of golah rent, it may be advisable to take the average of three years' receipts and charges, instead of only one. This would increase the average rate to, say 3 rs. 4 as. per 100 maunds, as noted in the margin,* and, if the Board concur, the rate can be altered accordingly, for Government salt, brought up for immediate sale from the agencies.

Enclosure No. 3.

From the Officiating Secretary to the Board of Revenue, to the Officiating Accountant to the Government of Bengal, dated Fort William, January 15, 1855.

Sir,

Salt.
E. Currie, Esq.

Adverting to the 3rd paragraph of your letter, dated the 21st ultimo, I am directed to state that theBoard see no objection to the mode in which you propose to determine the rate at which the Sulkea expenses should be charged on salt stored there.

I have, &c.,
A. R. Young, *Officiating Secretary.*

Appendix P.—No. 4.

Extract from a Report by the Board of Revenue, on the Administration of the Salt Department of the Revenue of Bengal, for the Year 1852-53, dated November 5, 1853.

7. The reserved stock at Sulkea, for the last five or six years, has consisted principally of a quantity of about 13 lacs of maunds of salt, the produce of Central Cuttack and the late 24 Pergunnahs Agency. This salt may be said to be unsaleable, owing to the high price fixed upon it. Even at this moment, when there is no other salt available at Sulkea, when the Tumlook golahs have been cleared, and of the depôts of Hidgellee the entire stock of one has been sold, that of another is rapidly going off, and in the third no salt remains, but what had previously been reserved for transport to Sulkea, few or no purchasers† can be found for the salt referred to, while large payments, which had been made into the treasury for other descriptions of salt in excess of the quantity available for sale, have to be refunded in cash. That the only cause of the Cuttack and 24 Pergunnahs salt not being sold is its dearness is proved by offers which have been made to take this salt at lower prices, but of course these applications could not be entertained, under the system which

* Sulkea Charges.

1850–51		61,267	8 10
1851–52		55,998	9 4
1852–53		64,411	1 0
		1,81,677	3 2
Deduct Golah Rent.			
1850–51	9,986 2 9		
1851–52	7,152 5 3		
1852–53	19,025 0 0		
		36,163	8 0
		1,45,513	11 2
		⅓ 48,504	9 0

Average for three years .. .. .. 3 3 9¾ per 100 mds.
In this year it stood at rupees 3 : 3 : 9¾ per 100 maunds.

† None whatever of the 24 Pergunnahs salt is being taken, but, very recently, there have been some sales of that from Cuttack.

prohibits the sale of any description of salt below the actual cost of that salt added to the duty. It can scarcely be doubted that, in this case, the adherence to the letter of this rule has been productive of inconvenience, both to the public and to Government.

8. Another effect of this system of pricing the salt is that it constantly happens that salt of a superior quality is offered for sale at a lower price than inferior salt stored at the same depôt. The consequence is that the cheap salt is immediately bought up, by large capitalists, and re-sold at enhanced prices, though still lower, probably, with reference to quality than the salt selling at the Government golahs, and a sub-monopoly, interrupting the regular sales from the Government stores, is thus created. The Balasore salt, for instance, is the best salt manufactured, except, perhaps, the Chilka lake salt, and it is the lowest-priced. There is no Balasore salt now in store at Sulkea, and none will arrive there for a month to come, but already applications have been made to the Board for permission to deposit treasury receipts, in order to secure this salt on its arrival.

9. It appears to the Board that this is a state of things which should, if possible, be amended, and they would suggest to the consideration of Government whether it might not be allowable, without any violation of the principle laid down for observance in the pricing of Government salt, that all descriptions of salt stored at the same depôt, should be uniformly priced, and that the fixed price should be the general average cost of the whole, added to the duty.

Appendix P.—No. 5.

Extract from the Reply of the Government of Bengal to the Board's Report for the Year 1852-53, dated December 16, 1853.

7. Adverting to the large quantity (about 13 lacs of maunds) of old salt which is in store at Sulkea, and which is quite unsaleable, owing to the high price fixed on it, the Board suggest a modification of the rule under which the Government is bound to sell each description of salt, at a price equal to its actual cost of manufacture, plus the duty levied on Foreign salt. They think that it would be no violation of the principle involved in this rule if "all descriptions of salt in store at the same depôt were uniformly priced, and this price fixed at the general average cost of the whole, added to the duty." If this were done at Sulkea, the price of the reserve salt alluded to would be reduced, and it would all be disposed of before long.

8. But it appears to his Honour that to act on the Board's recommendation might unnecessarily expose the Government to the imputation of violating, or evading, a pledge which must be adhered to no less in appearance than in reality, and observed in the letter, as well as the spirit. There is no particular object to be gained by getting rid of the salt in question, as it now answers the purposes of a reserve stock; and, if it were to be sold off, other salt must take its place. Indeed his Honour is inclined to think that there may be a material advantage in having a price fixed on the reserve store somewhat higher than that of the current supply, as the difference tends to check purchases when the stock becomes too small, and answers the purpose of the natural rise of prices, which accompanies a short supply in the ordinary operations of trade.

APPENDIX Q.

Official Papers relating to the Bonding of imported Salt.

No. 1.—Rules for Bonding Salt, imported by sea, and deposited in Private Warehouses, to take effect from September 28, 1841.

Enclosure.

A. Form of Salt Boat Note.

No. 2.—Notification, dated June 30, 1847.

No. 3.—Notification, dated October 21, 1848.

No. 4.—Revised Rules for Bonding Salt, passed by the Board of Revenue, March 29, 1853.

Appendix Q.—No. 1.

Rules for Bonding Salt imported by Sea, and deposited in Private Warehouses, to take effect from this date, September 28, 1841.

First. Parties wishing to store salt in private godowns under the Government Orders of the 11th of August, 1841, to give notice of their intentions to the Collector of Customs, in writing, pointing out the location of the godown in which the salt is to be stored, and making a deposit of the duty in Government promissory notes, or in bills accepted by Government.

Second. On receipt of this deposit, the Collector of Customs will cause the salt to be weighed and delivered from on board ship as at present, sending with each boat load of salt, for its protection in transit between the ship and the importer's godown, a boat note (as per form* annexed), signed by both the preventive officers delivering, and the salt chowkey officer superintending the weighment.

Third. On completion of weighment, the Collector to report the out-turn, together with the amount of Company's paper held in deposit. On receipt of this information and the boat notes, which must be delivered up by the importer, the Board will supply the importer with a rowannah for the full quantity weighed over the vessel's side.

Fourth. On the expiration of three months from the date of entry of the ship on which the salt may have been imported, the Collector of Customs will call upon the importer, or consignee, to pay the duty on the full quantity weighed over the vessel's side, less $3\frac{1}{2}$ per cent. wastage.

Fifth. The importer to write off all salt sold by him on the back of the rowannah, giving due intimation of sale within 24 hours to the Board, to enable them to depute a salt officer to be present at the weighment and delivery; this officer will not suffer any salt to be removed, save under a separate rowannah to be granted from the Board's office. He will also attest the endorsement on the rowannah, as above provided, of the quantity delivered.

Sixth. A salt officer will attend during the landing of the salt in order to put his adul on the salt imported, and it will be expected that the stamp so applied shall not be broken save in his presence.

Seventh. Notice shall, in all cases of rowannahs granted for bonded salt, be given to the superintendent of Calcutta salt chowkeys.

By order of the Board of Customs, Salt and Opium,

H. Torrens, *Secretary.*

Enclosure A.

No. No. Salt Boat Note (Running No.)

Ship_____ Captain_____ Pass from the Ship_____ Captain_____ to the godown

Salt maunds_____ of_____ situated at_____ maunds_____

Date and hour of despatch of Salt laden on one Boat of which_____

Boat Manjee's name is the Manjee.

Signature of Preventive Officer Date and hour of Dispatch from Ship AB, CD } Preventive Officers.

EF Officer of Salt Chowkey.

* Enclosure A.

Appendix Q.—No. 2.

Notification.

In modification of the Rules for bonding salt promulgated on the 28th of September, 1841, under the authority of the Board of Customs, Salt and Opium, it is hereby notified, that parties desirous of bonding imported salt in private warehouses, may apply to the Collector of Customs for a licence in the form C. appended to Act No. XXV, of 1836.

If the Board are satisfied on the Collector's report, that the warehouses mentioned in the application are well adapted for the secure custody of the salt, a licence will be granted under section 19 of the above-mentioned Act, and salt may then be bonded therein under restrictions provided by the Act in respect of any other article of merchandize bonded in a private warehouse.

A portion of the Government golah, at Sulkea, will be set apart from the 15th proximo, as a public warehouse for the reception of salt on the same terms at a fixed rent; and will continue to be available for that purpose until required by Government.

The rate of wastage allowed upon salt so warehoused, will be at the rate of 4 per cent. per annum upon the quantity weighed over the ship's side; but the import duty will be settled on the quantity so delivered according to the provisions of section 18, Act No. XXV, of 1836.

Warehouses licensed for the reception of salt under bond will not be available for goods of any other description.

All expenses attending the receipt, storage, custody and delivery of salt at warehouses licensed as above, or in the Sulkea golahs, will be borne by the parties availing themselves of the privilege.

Parties who are unable to provide warehouses so constructed and situated, as, in the opinion of the Board, effectually to provide for the secure custody of salt while under bond, will be allowed, as before, to warehouse their salt under the Rules of the 28th of September, 1841, which otherwise remain in full force, except in so far as they are modified by this notification.

By order of the Board of Customs, Salt and Opium, the 30th of June, 1847.

C. Beadon, *Officiating Secretary.*

Appendix Q.—No. 3.

Notification.

In further modification of the Rules in force for warehousing imported salt under bond, it is hereby notified, that in settling for the import duty on clearance of the salt, a deduction will be allowed, on account of wastage, at a rate not exceeding 2½ per cent. upon the quantity delivered over the ship's side. Provided, however, that if the Collector of Customs have reason to believe that any portion of the salt has been clandestinely or fraudulently removed, he will be at liberty to levy duty on the entire quantity so delivered.

The duty upon bonded salt will be levied at the rate in force at the time of clearance.

The Collector of Customs may, at his discretion, allow parties to whom salt stored in bond may be transferred, to enter into a new engagement for the payment of duty upon the entire quantity weighed over the ship's side, and upon execution thereof to cancel the bond of the first owner, importer, or consignee, and release him from further responsibility.

By order of the Board of Customs, Salt and Opium, October 21, 1848.

C. Beadon, *Secretary.*

Appendix Q.—No. 4.

REVISED RULES for Bonding Salt, passed by the Board of Revenue, Lower Provinces, in their Letter to the Collector of Customs, March 29, 1853, and published for general information.

I. Parties desirous of bonding imported salt in private warehouses, may apply to Collector of Customs for a licence in the form C appended to Act No. XXV, of 1836.

If the Board are satisfied on the Collector's report, that the warehouses mentioned in the application are well adapted for the secure custody of the salt, a licence will be granted under section 19 of the above-mentioned Act, and salt may then be bonded therein under the restrictions provided by the Act in respect of any other article of merchandize bonded in a private warehouse.

II. Warehouses licensed for the reception of salt under bond, will not be available for goods of any other description.

III. A portion of the Government golahs at Sulkea has been set apart as a public warehouse for the reception of salt on the same terms at a fixed rent, and will continue to be available for that purpose until required by Government.

IV. All weighing, transport, and storage charges will be borne by the bonder, as also all delivery charges on the salt being cleared out from bond.

V. The salt will be weighed over the ship's side; for which purpose weighmen will be furnished from the Custom-House on requisition from the bonder, and on his complying with the forms lately prescribed by the Board for their remuneration, at the rate of 3 rupees per 1,000 maunds.

VI. The bonders will be required to make use of covered boats, and to provide wax and tape for sealing the hatches. Each boat will be sealed by the preventive officer on board, and be furnished at the same time with the usual boat note, specifying the quantity placed under seal.

VII. Bonded salt will be stored under the supervision of an officer deputed for this purpose by the Collector of Customs, or the superintendent of the Government golahs, and it will be the duty of such officer to receive and examine the boat notes, and to see, that the seals of the hatches are entire. The salt will not be weighed into warehouses, but in other respects, the precautions in use for storing Government salt will be observed.

VIII. The superintendent of the Government golahs will report for the Board's sanction, such disbursements as may be necessary for preparing golah accommodation, or for extra establishment, on account of salt warehoused in the golahs, all of which will, after audit, be charged to the fund derivable from golah rents.

IX. Any extra establishment that may be necessary for the surveillance of salt lodged in private warehouses, both while it remains in bond and on delivery, must be paid by the bonder.

X. In settling for duty on the clearance of salt warehoused in the Government golahs, a deduction will be allowed on account of wastage, at a rate not exceeding two and a-half per cent. upon the quantity delivered over the ship's side. Provided, however, that if the Collector of Customs have reason to believe, that any portion of the salt has been clandestinely or fraudulently removed, he will be at liberty to levy duty on the entire quantity so delivered.

XI. For salt deposited in private warehouses, the duty will be settled on the quantity weighed over the ship's side, according to the provisions of section 18, Act XXV, of 1836.

XII. Parties desiring to bond salt, who may be unable to provide warehouses so constructed and situated as in the opinion of the Board effectually to provide for the secure custody of salt while under bond, will be allowed as before, to warehouse their salt under the rules of September 28, 1841.

APPENDIX R.

Papers relating to the treatment of the Molunghees.

Parliamentary Papers.

No. 1.—Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to inquire into the supply of Salt for British India, in 1836.

Extracts from a Note on the alleged sufferings and coerced labour of Molunghees, by Mr. Parker, dated September 15, 1832. Appendix No. 4, page 18.

Other Papers.

No. 2.—Extract from a Report prepared by the Chairman of the Select Committee of the House of Commons appointed to inquire into the supply of salt for British India, in 1836, but not adopted, or officially published.

Appendix R.—No. 1.

Extract from the Appendix to the Report of the Select Committee of the House of Commons appointed to Inquire into the supply of Salt for British India, in 1836.

Extracts from a Note on the alleged sufferings and coerced labour of Molunghees, by Mr. Parker, dated September 15, 1832. Appendix No. 4, page 18.

Of the various evils attributed to the salt monopoly not one has been more perseveringly insisted on, or more ostentatiously deplored, than the condition to which it was said to reduce the molunghees; the exaggeration and absurdity of much that has been urged on this subject has been long since admitted by many of the large party *here* who were most strenuous in charging the monopoly with the miseries entailed on labourers in the Soonderbunds, nor could that party very consistently do otherwise, since they had been loudest in approving a measure no doubt highly beneficial,* but which they are aware can only be carried into full effect by the employment of a greater number of labourers in those very Soonderbunds, than the Salt Department employs from Cuttack to Chittagong in all its operations. To charge the party adverted to with permitting self-interest to blind them to the miseries they have so long deplored, as indispensable adjuncts to the employment of labourers in the Soonderbunds, would be certainly uncharitable, and no doubt unjust; it is rather to be hoped that they have become enlightened with respect to a fact which only remained doubtful so long as molunghees alone were assumed to be employed by Government in the region in question—a fact which has not altered with the occupation of the Soonderbunds by the workmen of grantees, nor in all probability for centuries, viz., that those forests are not more unhealthy to persons used to the climate, and during a particular season of the year, than any other part of Bengal.

2. That season of the year is precisely the season during which the small proportion of salt produced in the Soonderbunds, is manufactured by the molunghees.

3. I repeat the "*small proportion* of salt produced," for it is strange to see the ignorance with which this subject has been approached by persons who felt no hesitation in offering the most decided opinions on its merits, an ignorance indeed only excusable in those who are obliged to write hastily, or forego the chance of making an impression at the proper moment, and who may venture to write inaccurately under a full assurance that long before the inaccuracy is exposed it will have produced on the public mind all the effect contemplated. If this feeling does not tempt party writers to misrepresent facts, it, at all events, makes them careless with respect to the exactness of such as seem favourable to their own views, and of this carelessness the Bengal salt monopoly has had ample experience. Its own demerits may be abundant, but, unluckily for an impartial consideration even of those, every defect, real or assumed in its administration, has been cherished by the adversaries to the Company's Government as another unanswerable argument against their exclusive charter—and as such presented in hasty triumph to the people of England. The subject was a familiar one, the people of England had also suffered, or been said to suffer under a salt-tax. They were called upon to interfere for the release of "half a million" of their Indian fellow-subjects from a state of bondage, compared with which negro slavery, in its most aggravated form, was a blessing. They were assured that the relinquishment of the monopoly would send a thousand ships from the ports of Great Britain,† at all events from that at Liverpool, each laden with salt for the Indian market. The spirit of humanity and the spirit of trade were equally enlisted against the Indian salt-tax, considered by the movers of the whole scheme of assault upon the Company's exclusive privileges, as one of the most vulnerable points through which the entire system of British Indian Government could be attacked. Under these circumstances, no one accustomed to contemplate the tactics of party warfare will feel surprised that facts were, in some cases, lost sight of, in others, exaggerated, nor even that men desirous of truth only should often have been misled by their ardent humanity to adopt, without any very rigid scrutiny, certain hasty assumptions, which, had such been adverse to the views of their party, would have been received with searching inquiry and slow credence.

4. It is not to be understood that ignorance, or want of accuracy, with respect to the condition of the molunghees, has always sprung from party haste, or always been fostered by party prejudice; many honourable and unbiassed persons, even while maintaining the comparatively unobjectionable nature of the salt monopoly as an instrument of taxation, have yet been misled by the natural precipitancy of compassion, and by a humanity too warm to be sceptical, into great errors with respect to the condition of the salt manufac-

* The Soonderbund grants, or division of the forest into estates, given rent free, on condition of clearance within five years.

† Two hundred thousand tons were promised by one writer—another assured the world that the employment of three times that amount was only prevented by the salt monopoly.

turers, of which they could have no personal knowledge, and into the common error of considering that which could not by any possibility be the condition of any except the molunghees engaged in the Soonderbunds, as the condition of the whole class.

5. I shall proceed to notice in detail the errors to which I have already adverted generally, and which, however easily corrected *here*, have no doubt produced in England a feeling anything rather than favourable to a fair consideration of the merits or demerits of the salt-tax in Bengal. Mr. Rickards, in chapter the 1st, Part 3rd, of a work entitled "India; or Facts submitted to illustrate the character and condition of the Native Inhabitants, with suggestions for reforming the present system of Government;" observes*—"In this place, however, I propose to confine myself to what may be found in public records and writers of authority, whence it appears that, in Bengal, salt *is* only allowed to be manufactured within a limited spot (to prevent smuggling) in the Soonderbunds."† It was evidently quite necessary to show that salt *is* only allowed to be made in the Soonderbunds, because, before the distribution of that tract of wooded islands amongst the grantees, labouring in the Soonderbunds was held to be synonymous with lingering or sudden death in every miserable form. If men, therefore, laboured in those pestiferous regions it could, of course, be only by compulsion, that compulsion was resorted to for the benefit of the Government salt monopoly, and thus the iniquity of the tax, and the merciless nature of the Government which could raise it, was at once demonstrated. A doubt seemed to arise as to why men should be compelled to labour for the production of salt precisely in that spot where they must perish, when the salt waters of the Bay of Bengal were available along a thousand miles of coast for the manufacture of that necessary article; but this doubt was disposed of in a parenthesis, from which it is to be gathered that the atrocious system in question, viz., the manufacture of *all* salt, "within a limited spot" in the deadly Soonderbunds, was adopted ("to prevent smuggling"). Here then we have another excellent argument against the salt monopoly, and those who tolerate its cruelties, for it is thus shown not only to be maintained, as far as the production of the article is necessary to its maintenance, but to be protected for purposes of revenue by the sacrifice of human victims.

6. It is scarcely possible to reason with gravity on such a singular assumption, especially when in page 641 of the same work, Mr. Rickards states that "the system of agency was continued," and that "European agents were fixed at Hidgellee, Tumlook, 24 Pergunnahs, Roymungul, afterwards united with the 24 Pergunnahs, Chittagong and Bulwa."

7. It is not easy to reconcile this enumeration of agencies, and the previous assurance that "salt is only allowed to be manufactured within a limited spot (to prevent smuggling) in the Soonderbunds" either with the possession of a good map of Bengal, or with any "official document," or even official tradition now in existence; as both point to Hidgellee and Tumlook, Chittagong and Bulwa,‡ amongst the oldest of the Bengal Agencies.

8. But, if it is difficult to reconcile Mr. Rickards's inferences, however derived, with each other, it is still more difficult to reconcile the information he placed before his readers with the actual state of the department for many years previous to the publication of the work above quoted from. The salt agencies long prior to 1829,§ extended, nearly following the line of the coast, from the frontiers of the Madras Presidency to the frontiers of Arracan; and this line was only broken, where it could least be supposed possible from a perusal of Mr. Rickards's book that it should be broken, viz., in the Soonderbunds; for of from seventy to eighty aurungs composing the several agencies from Southern Cuttack to Chittagong, only two‖ could, by any construction of the phrase, be considered as "*in* the Soonderbunds;" several aurungs of the Jessore and 24 Pergunnahs Agencies bordered, it is true, on the Soonderbunds, (close to or in one of which the city of Calcutta is situated) but it is not to be presumed that where men grow rice, or sugar canes, or indigo, in well cleared fields, and in the neighbourhood of populous villages, they will find making salt an unwholesome occupation, merely because it is made, as the other articles are grown, within sight of that great forest tract which is not much nearer to most of the aurungs last adverted to than it is to the capital of British India; the assertions of Mr. Rickards and others, therefore, concerning the unhealthy and deadly nature of the molunghee's occupation, the dangers to which it exposes him, and consequently the natural reluctance felt to engage in such an employment, can only be considered applicable, under any circumstances, to the two aurungs "*in* the Soonderbunds;" in other words—if the assertions in question are applicable to any other molunghees, excepting those actually engaged *in* the two Soonderbund aurungs, they are equally applicable to the vast population engaged in cultivating rice, indigo, sugar, and other produce in the neighbourhood of the Soonderbunds; that is to say, round the capital in the 24 Pergunnahs, throughout Jessore, Backergunge, &c., and, in that case, coercion would be just as necessary to secure the cultivation of a field of rice or indigo, as to secure the working of a kullaree,¶ a position which has not yet been advanced by the most determined antagonist of the Company's Government. In brief, not much more than one-twentieth part of the salt

* Section 20, page 633,

† "A district included within the Delta of the Ganges."—*Rickards.*

‡ Not one of which is near the Soonderbunds.

§ The date of Mr. Rickards's work.

‖ One in the 24 Pergunnahs, and one in Jessore.

¶ Salt work.

consumed under the monopoly system of taxation in Bengal, Behar, and Orissa for years past, has been made "in the Soonderbunds;" the remainder has been produced either in districts long cleared and cultivated (where cultivation, is indeed essentially necessary to the manufacture, as it supplies the straw used for fuel by the molunghees), or else in districts newly cleared and brought into cultivation, mainly through the instrumentality of those who have been well described as the pioneers "to whose industry the rapid advances of cultivation upon the great Soonder forest, are in a great measure to be attributed:"* for the present, therefore, I shall consider the following sentence quoted from Mr. Rickards's book, page 643, as applicable to the only two aurungs out of the whole number to which it could by any possibility attach for many years prior to the appearance of his work, whatever might have been the case when Calcutta was defended by the Mahratta ditch, or Bengal was ruled by Aliverdi Khan. "In the accounts given of these aurungs, or places of manufacture, we read of their being liable to drought, inundation and famine; of the manufacture being carried on in uninhabited parts destitute of fresh water, unhealthy from surrounding jungles, and in which numbers of molunghees are annually carried off by disease, alligators, and tigers; from these circumstances it may be also apprehended that there are grounds for the accusation of this manufacture being *still* carried on by means of coerced labour." Mr. Rickards, it is quite clear from my former quotation,† means by this, the entire Government manufacture of the Bengal Presidency; but I will cheerfully relieve *him* from the embarrassing state in which his argument would be placed by the discovery that neither the Cuttack agencies, or Hidgellee or Tumlook, or Bullooah or Chittagong, are more vexed by tigers or infested by Sooderbunds than any other part of Lower Bengal; I will meet it as if it were *meant* only to apply to the aurungs *in* those forests which are declared by the writer to contain the whole foundation of the salt monopoly. With respect to another author, who has had some local experience, who has had, at all events, a recent local opportunity to acquire accurate information,‡ and to whose works I shall hereafter advert, it may be expedient to bind him a little more closely to assertions, which he had every facility for correcting, and rendering less general.

9. The question then, with respect to the molunghees employed in the two Soonderbund aurungs, resolves itself into this, is their labour "coerced" or not? I shall hereafter detail the reasons which induce me sincerely to believe that it is not, and if they are held to be sufficient with respect to *those* aurungs, a connection with which is chiefly insisted upon as involving the molunghees in every kind of wretchedness, I trust they will be held sufficient with respect to other aurungs, where the salt manufacturer works side by side with the cultivator.

10. Assuming, however, for the argument's sake that the labour is *not* coerced, what would there be to wonder at in people encountering the same risks in the manufacture of salt, as thousands encounter in collecting wax, and honey, and shells, in cutting wood for sale, in hunting, fishing, and in clearing the Soonderbund estates? but the fact is that the molunghees do not encounter a tithe of those risks—they are preserved, as far as human foresight can preserve them, from the effects of their own imprudence and improvidence. Stockades and arms are provided for their defence, food and tanks of water for their subsistence and comfort; the accidents that happen from wild beasts, and I appeal to those who are acquainted with Bengal whether such accidents are confined to the Soonderbunds, are chiefly owing to the same sort of recklessness which will lead an English sailor into the jungles at Saugor when he could remain in safety on board of his ship; at all events they bear no proportion whatever, in point of frequency, to those which befall the less guarded workers in the forest who labour for no monopoly, and are not suspected to work under any coercion. As for the climate and the inundations, neither the one nor the other are very likely to affect the dwellers in the Soonderbunds during the season for making salt, that being the finest of the year. The molunghees destroyed by inundation, are those of Hidgellee and Cuttack and Bullooah; but as hundreds or thousands of their fellow-ryots, who have nothing to do with the salt manufacture, are carried off at the same time, it is not easy to perceive how the evil is to be remedied, unless the waves of the Bay of Bengal could be taught to distinguish between a grower of rice, and a maker of salt, and would spare the latter for the sake of his occupation.

11. But supposing the Soonderbund molunghees to be subject to all the evils Mr. Rickards has detailed, to all the evils and privations in short of a wood-cutter's or Soonderbund grantee labourer's, or of a wax or shell gatherer's life in those regions, still, if the labour is voluntary, with what, as far as the molunghees are concerned, is the salt monopoly to be charged? Wherein does it involve labour more open to reprobation than that in coal mines, in white lead manufactories, in manufactories of plated ware, in many descriptions of glass works, and a hundred other dangerous or unwholesome occupations?

* See Mr. Ross Donnelly Mangles's able pamphlet, entitled "A Brief Vindication of the Honourable East India Company's Government of Bengal."

† "I propose to confine myself to what may be found in public records and writers of authority, whence it appears that in Bengal salt is *only* allowed to be manufactured within a limited spot (to prevent smuggling) in the Soonderbunds."—*Rickards.*

‡ Mr. Crawfurd, formerly in the Company's Bengal Medical Service, and for a time a sojourner in Calcutta—Mr. Crawfurd does not attach his name to his two pamphlets, one on "Free Trade and Colonization," the other on "the Monopolies of the East India Company;" they are, however, well known to be his, and I think he would consider a doubt on the subject to be any thing rather than complimentary.

True, is the reply, but the labour is *not* voluntary, *it is* coerced. I can only answer that, to carry on such a scheme of coercion for forty years, without a legal recognition of the parties coerced being in a state of real slavery, without a legal recognition that others might be made slaves of for the same purpose to supply the consumption of molunghees, and without the power of Government being at hand to enforce such a law, appears as nearly impossible, and as little consistent with reason or experience, as can well be imagined. It is not difficult to see that such a system must fall to pieces of itself, in any country; but let it be remembered that here, in our Soonderbunds, not only is a state of coercion assumed by Mr. Rickards such as could not continue anywhere under the most favourable circumstances of climate and occupation for five years, without being supported by law and by the bayonet, but it is assumed and deplored as co-existent with the most intense physical suffering, and with loss of life from a thousand miserable causes—tigers, alligators, malaria, and inundation, drought and famine.

12. Supposing that forty years ago, under the administration of that benevolent nobleman, Lord Cornwallis, and at the period when, as Mr. Rickards explains (pages 641, 642), the adjoorah or *coerced* molunghees were put upon the footing of the ticka or free-labour* molunghees,—supposing, I say, that a set of unfortunate beings had been persuaded to take service in a Soonderbund aurung, and that, according to a favourite theory, which is about as correct as the other assumptions, they had become inextricably involved as debtors in the cruel folds of the Salt Department; surely nothing short of a miracle could long have preserved them in existence, in such a climate and under such circumstances as Mr. Rickards describes, while it is not within the range of possibility to suppose that recruits, in sufficient numbers, would be forthcoming, in the face of all the wretchedness which those molunghees, already exposed to the horrors of a Soonderbund aurung, would naturally detail to their fellow-ryots? But, again, when the survivors of any season left the aurungs, which they must necessarily do during the rains, if both the task-master and the manufacturer were not prepared to be drowned, what power on earth, unless, as I have observed, the law recognised them for actual slaves, was ever to re-assemble them? If the felons confined in the Allipore Criminal Jail were to escape, it may be reasonably doubted whether, with the whole force of the State available for their re-apprehension, any possible exertion of the public officers could replace all, or even one-tenth of them, within its walls between June and November, that is to say, between the end of one salt season and the beginning of the next—yet what is imprisonment, in the Allipore Jail, compared with the life of a Soonderbund molunghee, as described by Mr. Rickards? the prisoners, it is true, dwell in, or close to, the Calcutta salt aurung, but then they are exposed neither to starvation or tigers.

13. But supposing these unfortunate molunghees to have been in balance, the more gentle thraldom by which virtual slavery is assumed to have been perpetuated, and supposing them not to have fled to some other part of India, the moment any particular season's manufacture had terminated, and suppose, again, that the law was enforced upon them, why the worst that could happen would be confinement in the Civil Jail, which, with its no labour and sufficient food, I think there can be no doubt would be preferred by any man in his senses, whether native or European, to the starvation, the diseases, the wild beasts, and the coerced labour described by Mr. Rickards. In short, I seek in vain for any means of coercion by which so frightful a system could be carried on, for nearly forty successive years, short of the direct sanction of Government to the purchase of slaves, and the employment of a military force to keep them in subjection.

14. But if it would be next to morally and physically impossible that such a system as the one held up, by Mr. Rickards, to the abhorrence of the British people could exist, unless maintained by the sheer force of law and of power, surely I am justified in assuming that its existence was, and is, utterly inconceivable, in opposition both to law and to power.

15. Impressment in England, and the conscription in France, have been sanctioned both by the law of the land and by the national feeling, whether right or wrong, that the safety of the commonwealth depended upon those measures,—men too, if taken from their ships and their homes, could not at least complain that they were taken for a base or ignoble purpose; but, with all this, we have seen the extraordinary efforts which are requisite, and the rigorous measures obliged to be resorted to, to make the national will, for such it has been, however inequitable or irrational, respected: but can the most distorted imagination suppose a case in which the navy of England and the army of France could have been recruited for forty years by subordinate officers, pressing seamen, and drawing conscripts, in defiance of the law and in defiance of the efforts of the executive to prevent it.

16. This is certainly comparing great things with small; but if, as one writer on the question assumes, there are half a million of people reduced to a state of "real slavery," by their connection with the salt manufacture, the subject is far from unimportant.

17. I again assert that, if it was all, but impossible that the system described by Mr. Rickards could exist, without the most ruthless exertion of absolute power for its support, it is wholly and completely so when all power and all law is opposed to it.

18. Will the salt agent risk his appointment and dismissal from the service, by tolerating coerced labour?—I say nothing of the feelings of an Englishman and a gentleman on the subject.

* It is not easy to comprehend how the free-labour molunghees have since lost the character they maintained through much worse and more oppressive periods, than that which has elapsed since 1793.

19. Will the magistrates of districts,* between whom and the Salt Department there is no excessive cordiality, tolerate it; or could it by any possibility be concealed from them that thousands of persons had, for a series of years, been constrained to labour, and been driven out by force to perish, in a pestilential climate, in direct defiance of the law?

20. Has there ever been the most remote approach, on the part of the Board, to such toleration; has it not ever been open to the slightest complaint of the molunghee?

21. Where, since the period when Lord Cornwallis established the reign of law and order, has been the Government of Bengal which would have borne for a moment so complete a defiance of its authority, involving, too, so deep a stain on the British character?

22. And where, I would ask, during all this long period, have been those symptoms which can no more be separated from coerced labour, or from oppression on a great scale of any kind, than the clank of the chain can be separated from its use? Where have been the resistance, the murder, or maltreatment of taskmasters, the desertion of work, the tumultuous risings, and, above all, the force of arms, to compel subordination, without which the coerced labour of a multitude must be a dream?

23. To be sure there was a force kept up in the agencies adverted to by Mr. Rickards, but I should doubt whether a review of its strength will afford much triumph to the assertors of molunghee coercion: it consisted of twenty or thirty men of a militia corps, to guard the Public Treasury at Hidgellee;† a similar number, or thereabouts, at Tumlook; the 24 Pergunnahs possessed a corps of its own, of about the same strength, and composed of the most extraordinary-looking beings who ever assumed a red coat, and handled a musquet, the firing of which, on any occasion, appeared quite out of the question; there were similar details at Baugundee, for the Jessore Agency, and at Bullooah: the whole being employed as treasure-guards. The force, therefore, which was to keep half a million of coerced labourers in order, 125,000 of them, according to one writer on the subject, "male adults"—the force which was to prevent them from throwing the agency officers, with their badges of office, into the river and from beating the agents to death, with bamboos, amounted to about 150 rank and file of Bengal militia, and some corporals, occupying isolated posts, each separated from the other, and many of them from the nearest military station, by at least 100 miles.

24. If the coerced labour of the smallest of the West India islands, mild as it is in comparison with molunghee servitude (according to Mr. Rickards), could be made sure of with so reasonable an array, it would be a very happy thing for the colonists and the mother country.

25. But then, say the assertors of molunghee slavery, they, the "125,000 male adults," are too timid and too broken in spirit to offer any resistance to the military power above described, they would rather be coerced, eaten by tigers, die of malaria, or perish of starvation, which last, in truth, must inevitably be the end of all unremunerated labour. I have seen too many molunghees, and know the comparatively hardy character of the people in the salt manufacturing districts too well to coincide altogether in this opinion.

26. I believe I am well warranted in asserting, that no portion of Lower Bengal, with the exception perhaps of the Nuddeah district, has ever been considered so difficult to manage, I speak with reference to matters of police, as the 24 Pergunnahs, the Jessore and Backergunge Zillahs, the Churs, and islands at the mouth of Megna, and Chittagong; but, more especially, the belt of cultivated land which accompanies, or invades, the line of the Soonderbunds in the three first-mentioned districts.

27. It need scarcely be observed, that everywhere people dwelling on the frontiers of great forests, the pioneers before whose hatchets those forests recede, people who dwell in islands surrounded by broad and dangerous rivers, or on the sea-shore, are noted, as compared with their fellow-countrymen in other parts of the same land, for hardihood and roughness of character; nor am I inclined to believe that Bengal affords any exception to this nearly general rule. Now, four-fifths of the molunghees belong to the above classes, and certainly no more unfavourable selection could be made for trying the experiment of coerced labour if all Bengal had been searched for the purpose: attempts at coercion which might bewilder and intimidate the quiet weaver of Dacca or Moorshedabad, would, I apprehend, meet with a very different reception from the borderers on the Soonderbunds, the woodcutters and fishermen of the 24 Pergunnahs, Jessore, and Backergunge; the ryots of Bullooah, ever braining each other in boundary fights, and the litigious, unmanageable people of Chittagong. For my own part, had I a public measure of an unpopular nature, or which might be considered oppressive by the ryots, to carry into effect, I confess I should prefer being appointed to make the experiment in any portion of Bengal rather than in the districts I have adverted to, and I believe the magistrates and other public officers, who have had experience of them, will agree with me in this preference.

28. But admitting, for the sake of argument, that the "125,000 male adults" had not an atom of the principle of active resistance amongst them, and that they found it more tolerable to starve and perish miserably than to face the terrors of the salt agent's array, yet no one has ever denied to the natives of India generally, a species of passive

* Let it be particularly remembered that all complaints against native officers in the Salt Department are specially reserved for the investigation of the Zillah or City Judges and Magistrates, who would feel no disposition to overlook the offences of such officers against the molunghees, whatever opinions their own immediate superior might entertain on that point.

† These martial detachments have since been supplanted by burkundauz.

resolution, and a power of passive resistance, than which no qualities could be imagined better calculated to defeat any scheme for the manufacture of salt by coerced labour.

29. During the past forty years it has happened, not only occasionally but constantly, that the whole molunghees of an agency have had to receive money for salt delivered in excess of their contracts, and for which, consequently, no advance whatever had been made. Even under the advance system, it must be a most unfortunate season, as agencies are now managed,* to throw the molunghees into heavy balance, for the advances are only given in small portions at a time in proportion to the salt produced up to each period, so that, in ordinary years, there is almost always a balance due to the molunghee; but, as I have already observed, on many occasions large quantities of salt were made and delivered by the contractors of entire agencies in excess of their contracts, and by no contrivance could the molunghee have been brought in as a debtor to the department; the agency accounts, and their own hath chitties (or private accounts kept by each molunghee) rendered it a mere impossibility; this, let it be remembered, has not happened once only, but very frequently. Now, under these circumstances, if at any time previous to such a period of deliverance the molunghee had been coerced, exposed to tigers, starved, and given over to inundation and disease—if their labour had been unremunerative, by what possible process were they to be gathered together again for the ensuing season's manufacture? They had only to sit still in their houses and fields, for they are nearly all cultivators, and by that very simple and peculiarly native operation utterly baffle both the agent and his chuprassees. It is not to be conceived that any set of men exist whose predilections are to labour without remuneration, to be starved, eaten by tigers, and carried off by fevers; yet without some infatuation of this description, how, I ask, unless actual slavery be recognised by law and enforced by the State, how would the agent ever again assemble his molunghees, if really only just escaped, through the aid of one lucky season, from all the horrors deplored by Messrs. Rickards, Crawfurd, and others, whose hasty humanity could not wait for inquiry, and overlooked all probability? The salt officer may, to be sure, leave his treasury to take care of itself, put himself at the head of his corporal and the rest of the brigade, and make what the Turcomans denominate a "chapau," sweeping the villages for molunghees; but his devotion to the salt monopoly must indeed be desperate who makes such an experiment in the face of the law, which declares that "If a salt agent shall compel, or use any means, or cause any of his officers or other person to receive advances, or to contract for or engage in the provision, manufacture, or transportation of salt, the Judge of the Dewanny Adawlut, on proof of the charge to his satisfaction, shall adjudge the contract or engagement null and void, and direct the complainant to be discharged, and cause the advances, if any should have been made, to be returned by him, and award such costs and damages against the agent as may appear to him equitable. The agent so offending shall, moreover, be liable to be dismissed from his office by the Governor-General in Council."

30. It must be admitted, that those who would correct the errors into which the statements of Messrs. Crawfurd, Rickards, &c., with respect to the condition and treatment of molunghees are calculated to mislead the public of England, have a task of no ordinary difficulty to perform. While the adversaries of the salt monopoly deal in mere general assertions with respect to the alleged miserable state of the manufacturers, those who deny the truth of the assumption are called on to prove a kind of negative, viz., that the molunghees are not ill-treated, not unremunerated; they may observe that a condition of content is only to be inferred from the absence of all symptoms of discontent, although every channel for the free expression of such a feeling has been scrupulously opened by the law, by Government, and by the Superintending Board. They may refer to such arguments as those by which I have attempted in this note to demonstrate the impossibility that any system approaching to that assumed by Messrs. Rickards, Crawfurd, and others, could go on; and they will be told in reply that these are mere matters of opinion. Overlooking also that the *onus probandi* rests with the accuser, that an assertion on one side without even a reason urged in favour of its probable accuracy, is hardly so deserving of weight as an assertion on the other coupled with the arguments on which it is based, the accusers call for disproofs of offences against the molunghees which were never committed, and which could, consequently, no more be disproved than A could disprove B's charge that he had coerced or killed C, whom he had never either seen or heard of before that moment; it is quite evident that A could scarcely by any means disprove B's accusation, common sense, therefore, as well as law, leaves B to substantiate it: but this task of disproving imaginary wrongs is the one constantly set to the defenders of the salt monopoly by its adversaries, and after, by a very laborious process, some hasty charge made in ten words has been disposed of, the objector may still turn round and deny that the mere rebutment of his assumptions makes the *positive* fact that the molunghees are free contractors, instead of coerced labourers, a whit more clear.

31. Fortunately, for such is the nature of the question that it might have happened otherwise, fortunately, I repeat, this last important fact, the establishment of which includes in itself a reply to all objections whatever, can be demonstrated by an infinitely greater number of direct proofs than I have either time or inclination to recite, or than any one would have time or inclination to read. I shall select a few, at random, for a corroboration of which I can refer to the Board's own knowledge, and to the records of this office. So

* By *now* managed, I mean as they had been managed for many years prior to the publication of Messrs. Rickards' and Crawfurd's appeal to the people of England.

far, indeed, from proving that anything existed in the shape of coerced labour, Mr. Rickards has himself furnished a fact directly opposed to such an inference, though not aware, seemingly, of its tendency to overthrow his own theory. In page 643 of his work, he distinctly adverts to the price paid to the molunghees in the 24 Pergunnahs for their salt, being raised from* 55 to 77 rupees per 100 maunds, the necessity for raising the price paid to a *coerced* labourer for his labour, is one of those necessities which one endeavours in vain to comprehend. If the workman, indeed, begins to find that his labour at a salt kullaree is less remunerative than it would be if employed otherwise, it is easy to comprehend that he gives his employer, Government, the option of increasing the price of his salt, or losing his services, but then he ceases to be a coerced labourer, and is only an object for pity in common with labourers generally who can only earn 3 or 4 rupees per mensem, when they would gladly receive as many hundreds.

32. It is well known to Government, and to the Board, and to everybody but those who should have inquired into all these matters a little more particularly before pouring out their wrath and their pity on the molunghee question, that the price paid to the manufacturer for his salt has constantly been adjusted to the increased price of labour and of food throughout the country, nor has there been anything the least extraordinary or oriental in the process by which this has been effected; in short, it has been managed very much in the way that similar matters are managed between large bodies of uncoerced workmen and their employers all over the world, the former have simply intimated that they would not work any more without an increase of price, and the latter, when they have found that others would not do the same work for less, have been obliged to concede the increase contended for.

33. It happened that I myself was officiating agent of Bullooah at a period when a change of this kind was in progress; of all the salt agencies, this perhaps was the most favourable, if any could be called favourable, for practising the coercion system. The agent was then the only Europe anfunctionary near the place, and was, consequently, looked up to as a very potent person, by no means to be quarrelled with. The agency† was the most remote of any from the seat of Government, and what was perhaps as much to the purpose, there was not at that time a covenanted magisterial or judicial officer within eighty miles of the Sudder station. The Bullooah molunghees found that the salt manufacture, owing to causes affecting the price of labour and produce throughout the country, was no longer so profitable as of old, an unfavourable season or two had also occurred, and upon the whole there was good ground for considering their arguments for an enhancement of price, if they had not cut short all consideration by proceeding to enforce them in a very summary mode, which I find fully described in the reports submitted to the Board on the occasion; the following are extracts: "I have been all but told in open cutcherry by the zilladars‡ of the Shabazpore zillah, that they can do without the agent better than he can do without them; they declare, though I do not altogether believe them, that they must lose by their contracts, and appear more than half resolved to give up their connection with the salt business altogether."—[A coerced labourer giving up his connection with the business to which he is chained, would be a novelty]—"I can assert from personal knowledge that many molunghees are prepared to pay in the amount of their balances according to the Narraingunge price [provided for in their contracts] rather than continue a manufacture which can only be productive of loss." I had no option but to promise my intercession with the Board, that the price of last year§ should be continued, or see no manufacture whatever in one of the most productive aurungs of the agency." "I can scarcely express the surprise I felt when the molunghees first submitted their determination in a very resolute way to my notice, and there will certainly appear abundant foundation for my astonishment when the matter is fairly considered."‖

34. If any one can discover in the above brief references to the proceeding then in progress signs either of coerced labour or molunghees involved in inextricable balances, he must have a sharper perception than I had at the time,¶ or have been able to acquire since.

35. I offer the preceding illustration of the real nature of the connection between the salt department and the molunghees not as at all uncommon or as very important in itself, but because of my personal acquaintance with the facts, and because, for the reasons already adduced, if any Bengal Agency could have been managed coercively, and contrary to the

* I am unable to discover the period, at which only 55 rupees per 100 maunds was paid for salt in the 24 Pergunnahs; the price there now is sicca rupees 87:8 per 100 maunds.

† Chittagong then formed a part of the Bullooah Agency.

‡ Molunghees.

§ This was mere caprice; a very curious feeling for a coerced labourer to indulge in, in this instance too it was a costly one.

‖ These people refused a small advance of price because it was not to be paid in the manner they had been accustomed to; they said that receiving the price they did, in the manner they did, added very considerably to their "hoormut" [dignity, honour] in the eyes of the molunghees of other aurungs.

¶ I have since been told by a person most intimately acquainted with the agency, that the threatened "strike" was mere vapouring only, got up by the Molunghees on the old Bengal principle, that perhaps they *might* get something by it, and at all events could not lose. My informant said that I should have had a very different tale to tell if I had taken those worthy persons at their words, and said "very well you may go," this is possible enough; but I still believe the Bullooah molunghees at the time I speak of, were not overpaid, though I wish that instead of advocating their cause so urgently with the Board, I had faced the "strike" and seen the result.

law, or to the will of the molunghees, Bullooah might, from its locality, have been so managed. It is only one, however, out of the numerous occasions well known to Government, and recorded on its proceedings, in which the price paid to the contractors has followed the natural law of voluntary contract, and increased with the increasing price of labour. Here then I think one of the established adjuncts, the inseparable characteristic indeed of coerced labour, is shown not to attach to the connection between the Salt Department and the molunghee. An impressed seaman, a conscript, or a slave, may be well clothed, well fed, and even receive certain rewards for the labour he is called upon to perform, such as policy or justice or humanity may prescribe; but it does not rest with him to determine when he shall cease to consider his recompense as adequate to that labour. The molunghee may be ill clothed, ill fed, and ill paid, but still it rests entirely with himself to weigh the advantages with the disadvantages of his employment, and decide accordingly. To say that *all* molunghees in *all* seasons gain by their contracts,* would be absurd; there is no special exemption from the law of chances in their favour, and they can be no more *certain* that their engagement will turn out profitable, than the contractor for sugar, or rice, or forage, or indigo, or any article depending very much on the accidents of season; but that their contracts are made on terms abundantly favourable, under all ordinary circumstances, to their own interests, I shall offer some direct proofs.

36. Two years ago the taidad, or quantity of salt, to be manufactured in the Bengal Agencies was materially reduced, consequently a number of molunghees were thrown out of employ. I can appeal to the recollection of the Board for a testimony of the outcry this raised amongst the unfortunate manufacturers whose tenders to engage were necessarily refused: they came up from their agencies to this office in crowds: those who could not come sent mooktiars,† and the cry of the whole was "We have been wretchedly ill-treated; the agent is a bad man; we have been deprived of our bread, and our families must starve." It was in vain they were told that they ought to be delighted at escaping from their forced and unprofitable connection with the Salt Department. These infatuated people were deaf to all the unanswerable arguments of their philanthropic advocates, which I had clearly interpreted to them in the vulgar tongue, and obstinately persisted in asserting "that they lived by making salt; that if they did not make salt they must starve, that their children must starve," &c. &c. &c. Now they did not exactly live by making salt, for most of them, as I have before observed, have other occupations during that period of the year when salt cannot be made; but making salt was much too profitable an employment to be given up without a struggle.

37. Since I have been in this office some hundreds of molunghees, from all agencies, have attended with complaints of various natures (and *let it never be lost sight of that they know exactly where and how to bring such complaints*, in the cheapest and shortest manner, *when aggrieved*), many of them frivolous enough, others which have deserved and received inquiry and redress; but, amongst all this number, I never found but one set of petitioners‡ whom I could by any means persuade to disconnect themselves with the Salt Department, although I had the Regulations read to them in Bengallee, assured them, in the name of the Board, of full justice and protection; explained to them the power of the Board instantly to release them from existing engagements, and even from balances, if they had been in any way compelled to manufacture, and pointed out to them the absurdity of remaining attached to a calling which placed them in such disagreeable positions as they complained of: my eloquence, however, was all thrown away. I could not win them to more than an acknowledgment that "to be sure making salt was very unprofitable, and perhaps my honour would give them some money, but as to ceasing to be molunghees that was quite out of the question, how were they to live?" I assured them that, according to the most approved theories, they could not possibly live as it was, and that it was in order to keep them alive I proposed to release them from their thraldom; they again replied "Khooda janee, we know nothing about all that, but we wont leave the state of a molunghee: if we do how are we to live?" &c. &c.

38. No one can have dwelt long in Bengal without remarking a peculiar feature in the national character, such as it is, which I think affords some clue to many hasty opinions adopted by English residents, with respect to the condition of the molunghees. A native of inferior condition can scarcely ever be brought to admit that he is remunerated for his labour. I feel quite confident, from experience, that this is the general feeling amongst the class from which molunghees come forward, and no doubt there is some ingenuity in the system, for it is adopted on the judicious principle that it is just as well to make the worst of one's condition, on the chance that some humane person may busy himself about bettering it; well do they know the weak side of the English character, so full of patronising and self-complacent philanthropy. The molunghee who receives 14 annas a maund for his salt, and makes a profit knows that his declaring himself ruined by the price will certainly not induce Government to *lower* it, but *may* lead to its being raised, and so his

* I am not sure whether contract is quite an accurate term to apply to molunghee engagements: people are told the aurung price allowed by Government for the salt, and may agree to produce it on those terms or not at their pleasure; if they agree, they execute engagements called "soudaputters," which specify the precise terms on which the salt is to be received; the body of the instrument states that it is a voluntary agreement given with the free-will and full consent of the party.

† Attorneys.

‡ These men repented of their hasty determination, and afterwards obtained re-admittance as molunghees in the Hidgellee Agency.

profit will be increased. The "*experimentum crucis*," on those occasions, is to entreat him to leave so unprofitable an occupation—with what result I have tried it in this office has been already explained.

39. I trust I have now shown that another inseparable adjunct of coerced labour does not attach to the connexion between the molunghee and the Salt Department; I mean the natural desire to escape from it, whenever an escape can be effected with safety; a slave can, no doubt, become reconciled, by custom and by kindness, to the shackles which a humane master renders as light as possible, but even this feeling is an exception to a general rule, and to assume, for a moment, the possibility of its existence, amongst men in such bitter bondage as the molunghees are said to groan under, would be a mere insult to common sense.

40. But it is time that I should turn to facts of even greater importance, as establishing, at once, the views of Government, with respect to the connection between the Salt Department and the manufacturers, and as demonstrating more fully the enormous difficulties which are added, by law and by practice, to those insurmountable natural ones which are everywhere opposed to the existence of coerced labour on a great scale, and for a long series of years, unless slavery, in the literal acceptation of that term, is sanctioned and enforced by the State.

41. Mr. Rickards, at page 644 of his interesting work, observes "Courts of justice, it is said, have been established, for the intended protection of the molunghees, but courts of justice, merely tantalize wretches who neither can, or else dare not, prefer a complaint, from the dread of still greater oppression"—what greater oppression men could be exposed to than unpaid labour, starvation, disease, inundation, and being eaten by tigers, is not altogether clear; but, passing that, I find it exceedingly difficult to comprehend what Mr. Rickards means by courts of justice established for the *protection* of a particular class; I believe the Star Chamber was a court of that description, but it was not very celebrated as a "court of justice." To ordinary comprehensions, a court of justice is a tribunal intended to decide, equitably and uprightly, between man and man, without reference to the suitor being prince or peasant; a protecting court of justice, therefore, whether its protecting attributes are to be exerted in favour of ploughmen or peers, is a mere contradiction in terms, which no ingenuity can reconcile. As far as the assumed condition of the molunghees is concerned a protector of molunghees, after the manner of the protectors of slaves in Crown colonies, would have been more to the purpose. I think, however, that I *do* apprehend Mr. Rickards's meaning—he has an indistinct conception of the regulations applicable to contracts between the molunghees and the Salt Department, and providing for the security of the former; but the whole sentence I have quoted shows the loose careless nature of the process by which writers on this question have satisfied themselves that they are justified in attributing to the Government of Bengal, and to the honourable and humane men who have been employed in administering the various branches of the salt monopoly, a tolerance, nay, encouragement, of the most atrocious system of coerced labour which was ever held up to public detestation.

42. I shall now advert to the protection "*said*" to have been provided for the molunghees, and which, however superfluous in the present day, may not have been altogether unnecessary, when order and disorder were still mingled and conflicting in every element of our nascent power; and which at all events exhibits a scrupulous anxiety on the part of Government to prevent the possibility of misapprehension, as to the nature of the salt contracts; to check any tendency in public officers to abuse the powers entrusted to them, and to impress the people of the salt districts with a full sense of their own rights.

Regulation X, of 1819, declares as follows: Section VII.—No persons shall be compelled, under any pretence whatever, to engage in the provision, manufacture, or transportation of salt, either as a contractor, or a labourer, or in any other capacity; and all persons who may engage in the provision, manufacture, or transportation of salt, and may not choose to re-engage, shall be at liberty to relinquish the employment, after performing the engagements into which they may have entered, and to follow any other occupation they may think proper, without hindrance or molestation.

Section VIII.—If a salt agent shall compel, or use any means, or cause any of his officers or others to compel, any molunghee, Boyparry, or other person to receive advances, or to contract for or engage in the provision, manufacture, or transportation of salt, the judge of the Dewanny Adawlut, on proof of the charge to his satisfaction, shall adjudge the contract or engagement null and void, and direct the complainant to be discharged, and cause the advances, if any should have been made, to be returned by him, and award such costs and damages against the agent as may appear to him equitable. The agent so offending shall, moreover, be liable to be dismissed from his office by the Governor-General in Council.

Section IX.—If the assistant to a salt agent, whether a convenanted servant of the Company or an European not in the Company's service, or any native officer attached to a salt agency, shall compel or use any means, or cause any inferior officer or others to compel, any molunghee, Boyparry, or other person to receive advances, or to contract for or engage in the provision, manufacture, or transportation of salt, he shall, on conviction before the Dewanny Adawlut, be made to pay to the complainant a sum equal to the amount of the whole of the advances which such complainant would have been entitled to receive, had he voluntarily entered into the contract or engagement, with any further compensation to which he may appear entitled, and the complainant shall be immediately discharged, and any advances that he may have received shall be taken back from him. In the cases above

specified the party offending shall be liable to be dismissed from office, by the Governor-General in Council, the Board of Customs, Salt and Opium, or salt agent, according as the appointment or removal of such officer may rest with the one or the other of the said authorities, and in all such cases it shall be the duty of the Court before which such charge may be proved against any agent, assistant to an agent, or officers aforesaid, to report the circumstance to the aforesaid Board.

Section X.—Covenanted and uncovenanted assistants and head officers of aurungs shall be held responsible for any compulsion that may be used for the purposes specified in the foregoing section by the goomastahs, peons, and other persons subject to their authority, unless it shall appear that it was had recourse to, without their knowledge or connivance, and that they afforded all practicable redress immediately on being apprized of the circumstance, where persons subject to the authority of such assistant, or head officer, shall be convicted of using such compulsion without his knowledge or connivance, besides dismission from office they shall be liable to the same penalties as are prescribed in the preceding section for cases in which the native officers attached to a salt agency may be convicted of using compulsion.

Section XI.—If any contractor, molunghee, or boyparry, having received advances or entered into engagements for the provision of salt, shall be convicted before the Dewanny Adawlut of compelling, directly or indirectly, any labourer or other person to receive advances or to engage in the manufacture, he shall, on conviction before the Dewanny Adawlut, be liable to the same penalty with the exception of dismission from office, as is directed to be inflicted in the cases specified in section IX, of this Regulation, and that no contractor, molunghee, or boyparry may plead ignorance of the above rule, a clause to the effect thereof shall be inserted in their contracts.

Rules for subjecting the Officers of Government in the Salt Department to the cognizance of the Civil Courts of Judicature.

Section XIII.—First. The salt agents and their assistants, whether covenanted servants of the Company, or Europeans not in the Company's service, and their native officers, are declared liable to be sued in the manner hereinafter described in the Dewanny Adawlut, for any breach of this Regulation, or any other Regulation that may be passed and printed in the manner directed in Regulation XLI, 1793.

Third. During the manufacturing season, if a molunghee or labourer, or any other person who may be employed in the salt manufacture, shall deem himself aggrieved by any act of the assistant to the agent, or any officer attached to a salt agency, or by any contractor, molunghee, or boyparry, he shall, in the first instance, state his complaint in person, or by vakeel, to the agent, in order that the agent may give such redress as it may be in his power to afford. But, if the agent shall refuse to afford to the complainant the required redress, or omit to grant it within a reasonable time, or if the case be such as that the agent may not have it in his power to redress the injury received, the complainant shall be at liberty to sue in the Dewanny Adawlut the party from whom he may have sustained the injury, or the agent, if the act shall have been done under his orders, and the Court shall hold the party or the agent responsible accordingly.

Seventh. During the months of Sawun, Bhadoor and Assin, molunghees, labourers, and all other persons having entered into engagements on account of the salt manufacture, or having been emyloyed in it, who may consider themselves aggrieved by any acts done by the agent, or his assistant, or any of his officers or other persons employed by him, in breach of this Regulation, or any other Regulation printed and published in the manner directed in Regulation XLI, 1793, are declared to have the option of suing either in person or by vakeel, the party from whom they may have sustained the injury, in the Dewanny Adawlut, without preferring the previous application for redress directed in the preceding clauses of this section to be made during the manufacturing season, and further with a view to ensure the molunghees, labourers, and other persons engaged in the manufacture or transportation of salt speedy redress of injuries they may sustain, the Courts are required to bring the suits instituted by the said persons for injuries sustained by them from the officers aforesaid, to a termination as expeditiously as possible, by trying them in preference to other suits."

43. The preceding are evidently the Rules to which Mr. Rickards means to advert in that singular sentence I have already quoted, and if they are, as I cannot doubt, it is not easy to reconcile one's self to the mode in which it has been considered fit to discuss a very important question involving the humanity and justice of the British Indian Government. I am reluctant to believe that honourable and estimable men who undertook to advocate the cause of the molunghees against the intolerable oppressions they were said to have been subjected to, were wholly ignorant of the real state of the case, for then they were bound in common honesty to abstain from disseminating and proclaiming as facts those charges, with respect to the inhuman and destructive character of the manufacture necessary to support the salt monopoly, which have been so perseveringly urged; but I am still more reluctant to believe, for reasons which it is not necessary to explain, that the writers adverted to after investigating thoroughly and dispassionately in all its bearings, became voluntarily responsible for such information as they have placed before the British public. Surely it might have been expected that when an accusation was preferred against the Company and its servants, of tolerating or encouraging crimes and

cruelties to which there is scarcely a parallel in the annals of slavery, a sense of candour would have induced the accuser to make some stronger allusion to the rumoured protection *supposed* to be provided for the molunghees than a mere "it is said"—nay, it might not have been too much to expect from writers, no doubt desirous only of truth, that even if convinced in their own minds of the fact, that Bengal salt was produced by a dreadful system of coerced labour in which the East India Government was pleased to squander the lives of the people, they would still have given their readers the laws of that Government on the subject, and then have left them to draw their own conclusions; nor could there, I imagine, have existed any greater obstacles to their obtaining official information in favour of the mode in which the salt monopoly has been administered, than appears to have been experienced in collecting facts which have been assumed to tell against it.

44. Perhaps it may be said that it was a question of dates, and that very excellent laws, enacted for the protection of the molunghees in Bengal, might not have reached England at the date of Mr. Rickards's or Mr. Crawfurd's publications. I regret that I am obliged to disturb such an hypothesis, for, even admitting the possibility that the Salt Regulation now in force, and which was enacted in 1819, had not reached England in 1829, (a delay barely credible, notwithstanding the mismanagement asserted to attend all the affairs of this Government), yet the sections of that Regulation which I have quoted were merely re-enactments almost *verbatim* from sections 3, 4, 5, and 6 of Regulation XXIX, of 1793, which was the Salt Law in force up to the enactment of Regulation X, of 1819.

45. But to proceed from the law to the practice which prevails in the administration of our salt agencies, I think I shall be able to show sufficient reason for concluding that protected as the molunghees are both by law and by practice, they are as little likely to become coerced labourers as any peasants on earth, a thousand times less so indeed, if we are to believe the native papers, than others whose perfect freedom of choice was never questioned, and who are engaged in promoting the most favourite objects of Mr. Rickards's and Mr. Crawfurd's hopes.*

46. On a day fixed for the purpose, either at Sudder cutcherry or in the Mofussil, the contractors, together with the amlah,† are in attendance. Each molunghee's hath chittee being placed according to its number on the floor of the cutcherry, the amount of advance he is to receive is counted by the potedar,‡ and put upon the hath chittee.§ Every molunghee is then called in turn, and desired in the presence of the agent, (which is particularly and expressly enjoined by the Board), to count the money, and if correct, to take it away with the hath chittee. When all have received their advances they are summoned before the agent and required to sign a receipt in a book prepared for the purpose, and those who cannot write appoint a mooktiar to sign for them. The book thus signed in the agent's presence receives his official signature, and a robakaree, detailing all that has passed, is recorded in the office.

47. This done, the contractors are questioned by the agent.

1st. Whether each has received the full amount of advance which is debited against him in his hath chittee?

2nd. Whether since receiving it he has paid any part of it to any of the amlah, or whether any of the amlah have asked for, or forcibly taken, or attempted to take, any part of it from him?

3rd. Whether they have complaints of any kind to prefer?

They are then informed that the amlah are positively prohibited from taking under any pretence whatever any of the advances which have been paid, or other gratuity, and that the offence is punishable by Regulation; the manufacturers are further directed at all times to submit to the agent any grievance or complaint they have to make, subsequently the agent reports to the Board that the advances have been made in his own presence with such observations as may be necessary.

48. At the end of the season, the accounts of the contractors are settled in the presence of the agent, and those entitled to receive any balance are paid in his presence in the same manner as above described, the agent again reporting his personal supervision to the Board.

49. All advances to the molunghees and all monies paid on account of the manufacture, are paid in the most public manner in open cutcherry.‖

50. To assume that in a country where scarcely one moral or honest feeling on the part of the people can be enlisted for the support of good government, and where the oppressed of to day, untaught and unsoftened by suffering, is the ready and ruthless oppressor to-morrow; to assume that in such a country the management of so vast a concern as the salt monopoly could be perfectly free from abuse, would be to give credit to a degree of integrity on the part of the subordinate native officers, and of sense, firmness,

* See Appendix No. 1. † Native officers. ‡ Treasurer.

§ This is the running account currency kept between the department and the Contractor, and retained by the latter in his own possession.

‖ In the 24 Pergunnahs, the payments are made about two miles from the Calcutta residence of the Governor-General, and actually in a building, one part of which is occupied by a magistrate—a curious locality to select for coercion or oppression.

and, above all, honesty* on the part of the contractors, which it would be absurd to expect in any part of India; perhaps the same observations might be applicable to any part of the world, so long as knavery exists to take advantage of folly and weakness, or to make common cause with roguery. It appears to me indeed that the absence of all complaint would be the most suspicious circumstance which could possibly attend the administration of a concern so immense and so conducted as the salt monopoly, fortunately, however, we have not to suffer under the suspicions which such an unnatural silence could not fail to create. We have a full harvest of complaints proportionate, as might be expected, to the enormous extent of the manufacture, and the litigious habits of the people; but this is as it should be, where one molunghee comes his neighbours can, and do, follow; when one manufacturer of an aurung has sent his petition by dawk to the Board or to Government, it is no longer to be concealed from his fellow-labourers by any efforts of the native officers, that they can all do the same; the very act of remonstrance or complaint shows both a thorough understanding of his own condition on the part of the complainant, and of the mode in which he is to seek for redress if aggrieved. Some of these complaints have set forth that the petitioners have been compelled to receive advances,† and though such petitions have never been made I observe at the most natural period, viz., as near the time of compulsion as possible, but always deferred until the success of the season's manufacture hints to the petitioner the best course to be adopted for his own interests; yet the fact is conclusive as to the perfect understanding which exists amongst the molunghees of the nature of their engagements with Government, and that anything approaching to compulsion is illegal and punishable. In short, the facility for, and frequent use and abuse of, petitioning shows at once the folly of assuming general coercion under such circumstances, and that the molunghees are quite aware how, and from what quarter, to seek redress (independent of the courts of law) should it be denied by those more immediately in authority over them. Their complaints are often of the most frivolous and absurd description, but from this very circumstance it is abundantly evident that they would not submit patiently to great and real grievances.

51. After all it would not be easy to comprehend why assumptions of a system of coerced labour, which, if true, would have stamped the last disgrace on the British Indian Administration, should have been so credulously adopted by the party which employed them, and who, on all points, where it suits them to be so, are keen and searching enough, were it not that the "animus" with which the salt monopoly has been discussed by the party in question for the benefit of the British public is sufficiently clear. Of the results of this feeling, it may not be altogether unuseful, to offer a few instances, even though they are not in all cases immediately connected with the subject of this note, because they will serve to show the bias with which the whole question of the salt administration has been approached; and which would hardly be weakened when so tempting a portion as molunghee slavery presented itself.

52. Mr. Rickards observes, "their," the molunghees, "poverty, moreover, was such that this allowance‡ was required to be paid in advance." From which the English reader is to infer, not that the advance system is common to all transactions in this country, but that the wretched molunghees only are compelled to give assent to it by their extreme poverty.§ I am not called upon to discuss the advance system; I believe it to be a very bad one; but when advances are no longer made for rice, indigo, sugar, tobacco, or saltpetre—when the most respectable native tradesmen in Calcutta cease to demand an advance before they will make a dozen of silver spoons or a dining table—when a man can secure oats for his horses, or build a stable to put them in, without making an advance to the farmer or the carpenter, it will be quite time enough to hold up that system as a defect *peculiar* to the salt monopoly, and as a conclusive proof of the miserable poverty of the molunghees.

* * * * * *

57. "These labourers," adds Mr. Crawfurd, "are in a *virtual*‖ state of slavery, every man of them being in debt to the East India Company inextricably, and for life, and not daring to engage in any other employment by express Law." This would, indeed, be *virtual* slavery of a most extraordinary kind, but I trust I have disposed of the question of coerced labour in any shape. As to the "express Law," the only law which exists respecting molunghees I have already given, though I apprehend it will not be found very confirmatory of Mr. Crawfurd's declaration. With respect again to the inextricable debt, I hope I have met that objection also, and I will only here offer one observation on the subject, which will, at all events, have the merit of novelty with those who deplore the wretchedness of the molunghees, and groan at the reckless hard-heartedness of their

* I am always inclined to suspect, in nine cases out of ten, that when a molunghee fees a native officer, Government is the sufferer; the salt manufacturers understand very well how to avoid parting with any thing without a consideration.

† In almost every case, the true foundation for their complaint has been discovered on investigation to be a personal quarrel with the native officer or some fellow-molunghee, always followed up, as such things are in Bengal, by an accusation to superior authority as far removed from the real ground of dispute as can be imagined.

‡ A portion of the price of the salt.

§ Some molunghees receive advances and give security to the extent of 12,000 sicca rupees per annum, signs of poverty, which to say the least of them, are very equivocal.

‖ It is "*real* slavery" in the next page.

employers. Salt destroyed by any general calamity, by storm, or inundation, while yet undelivered to the department, is paid for by Government,* though bound by contract only to pay for what is actually weighed into the custody of the salt officers. I can safely say, that at various periods within the last ten years, nearly five lacs of rupees have been so paid to the manufacturers. To have relinquished the balance of advances would probably be thought sufficiently liberal in silk, or indigo, or sugar, or saltpetre concerns. It is only the Salt Department which thinks it necessary to pay for an undelivered article, and it is better so than that the shadow of a doubt should be cast on any transactions of such a nature to which Government is a party. It must be confessed, however, that if such a process is relied on for making virtual slaves by involving the molunghees "in debt to the East India Company inextricably and for life," it is a most unhappy, and costly, and clumsy invention.

* * * * * *

68. Mr. Crawfurd goes on to observe, "In this case (a free trade, with moderate duties) 125,000 labourers, and a population of, probably, not less than half a million of people, will be emancipated from real slavery, and their services will be instantly available, where they are most required, in clearing and cultivating the thinly-peopled, the unhealthy, but rich and extensive, fens, which form the estuaries of the great rivers;" in other words, they will be instantly available in the "pestiferous marshes, where a considerable number, according to the official returns, are yearly devoured by tigers, and a much greater carried off by dysenteries and fevers." What the unfortunate molunghees or humanity are to gain by this exchange it is not easy to imagine, unless it is more satisfactory that a man should perish while cutting down a bush than while making salt. But it is amusing to mark the edulcoration, the softening down of terms. When the molunghees discontinue their connection with the salt monopoly they are no longer to be employed in "pestiferous *marshes* at the estuary of the Ganges," where the only choice of the unhappy labourer is between a tiger and a fever; but they are to labour in freedom and happiness "in the thinly-peopled, the unhealthy (gentle admission) but rich and extensive *fens* which form the estuaries of the great rivers." Nature herself, in short, is to change her eternal aspect the moment the salt monopoly ceases to employ the molunghees, and they transfer their energies to the cutting down of wood in the very spots where they are now said to be making salt, for truly there are no other estuaries that I am aware of. What is to become, however, of nine-tenths of the whole race of manufacturers who never chanced to see the "pestiferous marshes at the estuary of the Ganges," Mr. Crawfurd does not intimate; they are, of course, to starve; it is for the benefit of the majority, and no true disciple of the modern school of political economy will say a word in disapprobation of such an arrangement; but they certainly would not be particularly available for the clearance and cultivation anticipated by Mr. Crawfurd, inasmuch as that all the country within a hundred miles of their neighbourhood has been both cleared and cultivated, probably a century or two before the salt monopoly was thought of.

69. Mr. Crawfurd states that the supply for a "territory of full 150,000 square miles, and for 30 millions of people, is drawn from about 200 miles of a noisome, unhealthy, and almost inaccessible coast." This noisome, unhealthy, and almost inaccessible coast, is the tract in which Mr. Crawfurd proposes, as a measure of superior humanity, to render the labour of the molunghees "instantly available," a very considerate proposition no doubt. But how does the case really stand? Why, with the exception of the two Soonderbund aurungs already mentioned,† the supply adverted to by Mr. Crawfurd is drawn, independent of Bombay, Muscat, Bussorah, &c., from a vast tract in the midst of cultivation and fertility, from a tract of about 1,200 instead of 200 miles, a tract extending from Covelong to Arracan. It is obviously not of the slightest importance as far as the comfort of the people is concerned, whether the supply of salt distributed through the monopoly is obtained from 50 miles of country fit for the the production of the article, or from 5,000; I only notice the incorrectness of the assertion that it is drawn from "about 200 miles of a noisome, unhealthy, and almost inaccessible coast," to show the extraordinary looseness and inaccuracy with which the question has been treated. Is it to be supposed that this looseness and inaccuracy would not extend to a portion of the subject where, of all others, it might be expected to be found in full operation, viz., the coerced labour of the molunghees? It is strange enough also to find the inaccessibility of the coast adverted to, as if all other parts of the coast of India presented only a succession of capital ports; as if, in short, the salt was made for exportation, and not, as it is, for internal consumption.

* * * * * *

71. I need not make any further additions, though I could make many, to the instances I have quoted of the singular want of correct information which has been exhibited by writers undertaking to point out the demerits of the salt monopoly to the British public, and of the unfavourable bias with which the tax, probably for its name's sake, perhaps for reasons of greater cogency, has been discussed. That this want of information, that this bias could be cast aside in the single instance of the molunghee

* The cooted or estimated, quantity of salt agreed to by the molunghees and officers of the Poketaun, is the quantity paid for on such occasions.

† Included in a space of not more than twenty square miles.

grievances, and that the most stirring and popular portion of the whole subject would be treated with a dispassionate consideration which was refused to matters comparatively uninteresting and unimportant, was a sacrifice to candour which could not be expected, and which has not been made. When such errors as I have noticed crept into assertions which might have been corrected by a reference to the public accounts, or by a calculation, or by the terms of a public advertisement, it is not to be wondered at if the warmth of humanity should have fostered others, with respect to the condition of the molunghees, which could not be submitted to such easy tests. I trust, however, I have been able to show that whatever benefit may attend the supersession of the salt monopoly by any other system of taxation, calculated to produce an equal amount of revenue, the release of the molunghees from a state of either real, or virtual, slavery will not be one.

H. M. PARKER, *Secretary.*

Appendix R.—No. 2.

Extract from a Report prepared by the Chairman of the Select Committee of the House of Commons, appointed to inquire into the supply of Salt for British India in 1836, but not adopted or officially published.

Your Committee have great satisfaction in being able to report that these people are no longer in a state of slavery. Many exaggerated statements have gone forth as to their treatment; but, whatever their former condition may bave been, the strictest inquiry does not warrant the conclusion that there exists among them now anything like a system of coerced labour. Still, when the unhealthiness of their present occupation is considered, when there is reason to believe that their motives for engaging in it are not entirely an advance of wages, but the opportunity which is thus afforded them of carrying on an illicit traffic, when it is shown that their labour might more profitably be absorbed in other less objectionable employments, there does not appear to be any reason on their account, to regret any change which, by encouraging a larger importation of Foreign salt, might abridge the labour, or dispense with the services, of a portion of the molunghees.

APPENDIX S.

Official Papers relating to the pressure of the Laws enacted to prevent infractions of the Salt Monopoly.

No. 1.—Petition of the British Indian Association to the Governor-General of India in Council.

No. 2.—From the Board of Revenue to the Government of Bengal, dated August 28, 1854.

Appendix S.—No. 1.

Petition of the British Indian Association to the Most Noble the Governor-General of India in Council, in the Legislative Department.

The Humble Petition of the British Indian Association.

Sheweth:

That the original Rules to prevent the manufacture of salt, except for the benefit of the East India Company, enacted in 1778, and incorporated in Regulation XXX, 1793, directed proprietors of land and others to give information to the authorities of any salt illegally made in, or imported into, their lands, on pain of certain penalties in the event of its being "proved in the Dewanny Adawlut" (the ordinary courts of justice), that the salt had been "made or imported with their knowledge or connivance." Those Rules having proved ineffectual. Regulation VI, 1801, required the proprietors of estates in which salt was manufactured or khullarees were established, to report the fact to the authorities, under a penalty of 5,000 rupees, if it were proved in the Dewanny Adawlut, that they were

acquainted with the manufacture of the salt, or the establishment of the salt-works; but the decrees were not to be carried into execution without the sanction of the Governor-General in Council. It will be perceived that, at that period, though the zemindars were declared responsible for giving information of the existence of illicit khullarees, their neglect was not left to be inferred, but was required to be proved in as sufficient and formal a manner as any other matter of judicial inquiry.

2. The Rules regarding the salt monopoly were again revised and enlarged in 1819. By Regulation X, of that year, it was declared (section 32) that landholders were "accountable for preventing, to the utmost of their power, the illicit manufacture of salt," and for "giving the earliest information" of any salt-work "established or about to be established" within their estates; and (by section 33) that those "who might wilfully and knowingly omit to give the information, should be held to have connived at the illicit manufacture," and were to be liable "on proof of such neglect," to a fine not exceeding 500 rupees for every illicit salt work on their estates. It was, at the same time, declared (by section 34), that even village watchmen (whose wages seldom amount to 3 rupees per month) should, for similar neglect, be liable to similarly heavy fines, which your petitioners merely allude to as evidence of the severity of this penal law. The officers of the Salt Department were (by section 109) authorized to inflict the fines, but no rules were laid down as to the manner in which they were to ascertain, whether the information had been "wilfully and knowingly" withheld, or merely from ignorance of the fact. In cases where the fines imposed were under 50 rupees, the orders of the salt officer were final; but, in cases where they exceeded that amount, they were subject to the confirmation of the zillah judge, before whom, of course, they would undergo a proper judicial investigation.

3. It is no small aggravation of the evil that, by section 31 of the above cited Regulation, it was enacted that "each fire or fire-place applied, used, or prepared for the manufacture of salt, should be held to constitute a separate khullaree," so that the fact of a ryot putting a pound of salt-water in an earthern pot on the fire on which he boils his rice, constitutes the offence which a zemindar is to expiate by a fine of 500 rupees. By Regulation X, of 1826, the burning of straw steeped in water, for the purpose of using the saline ashes as a condiment of food, is made an offence equal to that mentioned in sections 30 to 35 of Regulation X, of 1819; and any place prepared for the reception or evaporation of salt-water, or the collection of earth or other matter impregnated with salt, for the manufacture of salt or any saline substance, is to be held to constitute a salt-work. It is obvious, therefore, that the acts declared to be offences may daily be committed, and yet escape the utmost vigilance of the agents of the zemindars.

4. The foregoing rules not being deemed effectual, it has been since enacted (section 27, Act XXIX, 1838) that landholders "who shall knowingly omit to give" the required information, "shall be liable, on conviction before the judge of any zillah or city, to a fine of 500 rupees for every khullaree established on their lands," and that "such knowledge shall not be required to be established by direct proof, but may be inferred from circumstances, at the discretion of the judge." Further, it has been held by the Sudder Court of Calcutta that, if there happen to be several sharers in a zemindaree, every one of them "is liable to the full penalty prescribed." (Summary Cases, S. D. A., p. 52.) According to this constuction, if a khullaree be discovered on the 1st of December, the proprietor of the estate shall be fined 500 rupees, but if on the 1st of January, when his four sons have succeeded to the zemindaree, and necessarily hold in joint tenancy, they are to be fined four times that amount. As the property of Hindoos and Mahometans is liable be divided into many portions in every case of succession, and as there is great difficulty in obtaining partition of shares from the public authorities, the hardship which this construction inflicts may be easily imagined.

5. The enactment of penal provisions like the above, in opposition to the principles of criminal jurisprudence, as they are understood in all civilised countries, may perhaps be justified on the allegation that the zemindars and other proprietors of land participate in the frauds committed on the Government revenue, by cooperation with the offending ryots of their estates, or connivance at their acts. But the records of all cases of this nature, whether tried before or after the passing of the Act of 1838, will, your petitioners believe, testify that the landholders have seldom been, on good grounds, proved or suspected to have had any such criminal participation; and that in general it is the poor ryots, often without any malicious design against their landlords, and owing to their inability to pay the high price of so necessary a condiment, who have brought themselves under the operation of this rule, by preparing solely for domestic consumption a little salt upon their daily fires, in one of their ordinary cooking utensils, or by burning a little straw steeped in salt-water. The manner in which the ryots usually prepare the salt for such daily consumption precludes all possibility of discovery, except by interested informers. Moreover, in the salt districts, every ryot either manufactures salt himself or receives some from one who does so, so that none of them can inform against each other. Hence, considering the numbers of the ryots, their domestic customs and social prejudices, and the situation and formation of their dwellings, it is no easy matter for goomastahs of their landlords, who are generally in charge of the collections of several villages, to reach the works at any time unawares, for occasional inspection, or by the greatest care and vigilance to prevent, or detect, the illicit manufacture.

6. Though the monopoly of the manufacture of salt may be a large source of revenue to the Government, yet the benefit of the protective provision complained of is very small and dwindles into nothing, when compared with the fearful amount of loss it has by its

operation brought upon holders of land, and the general feeling of insecurity it has caused among the body of landholders in the salt districts.

7. The discretion vested by the law in question in judicial officers to dispense with the established rules of evidence, is, it is obvious, liable to great abuse; and your petitioners have accordingly found that the administration of the law in this respect is now attended with oppressive effects, which, they believe, could never have been in the contemplation of the Legislature. Half a dozen persons may be joint-proprietors of a small talook, (many of which kind exist, especially in the salt districts,) or of a parcel of rent-free lands, having a dozen or half a dozen ryots, hardly yielding a gross profit of 100 rupees a year, or being of a value exceeding 500 rupees; and *each* of them may be fined in the aggregate market-value of his property, if any of the ryots be too poor to pay in any week for his daily salt, and, in order to avoid the difficulty, be foolish enough to boil a little of the saline earth, or dig a few holes near the sea shore and steep straw therein to burn for its ashes, or collect together a heap of earth.

8. In the single district of the 24 Pergunnahs, from 1852 to the present time of this year, 15,500 rupees have been realized by fines under this section, and eight cases are still pending before the judge, in which, with reference to the number of khullarees, which in two cases is three, no less than 52,500 rupees are to be realized, which makes a total of 68,000.

9. Your petitioners are aware that very severe laws are in force to prevent (for instance) the unauthorized distillation of spirits in Scotland and Ireland; but those laws are intended to reach only the persons who are concerned in the manufacture. It is, they believe, impossible to discover any other country in which private gentlemen are punished for infractions of excise laws which occur on their estates. It would be considered most monstrous were a noble duke, while residing in the metropolis during the sessions of parliament, to be fined by a commissioner of excise on the ground of the discovery of unauthorized stills on his domains in a distant part of the island. But proceedings exactly parallel are carried on in India, though not, as your Lordship in Council may well believe, without creating a deep impression of their hardship and injustice.

10. So injurious is the operation of the penal provisions of the Salt Law, that your petitioners would consider it as a great point gained were the Legislative Council to bring the operation of the section before mentioned within the ordinary rules of evidence, and let the fine against landholders bear some proportion to the offence, fixing the maximum at 500 rupees. Your petitioners pray, however, that the whole subject be taken into consideration, and such modifications made as may be deemed to be just and proper. The representations herein made of the oppressive character of the law and its administration may perhaps appear to your Lordship in Council exaggerated. Your petitioners would, in that case, humbly suggest that a Commission be appointed to give them, and the landholders of the salt districts the opportunity of producing evidence to substantiate all that has been alleged above, and to prove the urgent necessity of modifying the law.

And your petitioners, as in duty bound, shall ever pray.

DEBENDERNATH TAGORE, *Honorary Secretary.*

Appendix S.—No. 2.

The Secretary to the Board of Revenue to the Secretary to the Government of Bengal.

Sir, *Fort William, August* 28, 1854.

I am directed by the Board of Revenue to acknowledge the receipt of the papers forwarded by endorsements, dated the 7th of March and 24th of June last, relative to complaints by the British Indian Association and other landholders of the undue severity and injustice of the laws which have been enacted for the protection of the revenue derived from the duty on salt.

2. On receipt of the former of the above communications, the Board addressed the Controller of salt chowkeys on the subject, calling for certain information, and his reply with its enclosure is submitted in original.

3. The Act, No. XXIX, of 1838, I am to observe, which contains the particular law complained of by the Association, was passed after the whole subject of the Salt Laws had been considered by a Committee, and their inefficiency, as they then stood, for the due protection of the revenue fully demonstrated. The original draft of the Act was prepared by the late Board of Customs and they wrote as follows regarding that provision which, in an amended form, became section 27 of the Act.

"Your Honour will observe that we have added a provision in modification of sections 32 and 33, Regulation X, of 1819, for the purpose of more effectually securing the co-operation of landholders in general, and other persons in charge of estates, for the suppression of illicit manufacture and smuggling. Landholders of every denomination, and their agents, ought, we conceive, to be made strictly responsible for all illicit manu-

facture within their respective estates. It cannot be carried on to any extent without their knowledge, and that of their agents. The fact of such manufacture being established ought to be sufficient to warrant the presumption, that it has been done with the landholders privity and concurrence. If the cooperation of the landholders and their subordinate agents, on the one hand, with the police and revenue establishments on the other, could be generally secured, it would do more for the interests of the Salt Department than the whole preventive establishments, as they now exist, without imposing upon either a heavier obligation than the law was intended to prescribe, or than might have been enforced, had the provisions enacted for the purpose been less liable to misinterpretation."

4. The analogy which petitioners would draw between landed proprietors in England and in India is not, the Board think, admissible. Both by law, and by the practice of the country, the duties and responsibilities of Bengal zemindars are totally different from those of English landholders; and it is quite consistent with the obligations under which a zemindar holds his estate that he should be required to render active assistance in the suppression of offences against the excise revenue, and be held responsible for any neglect.

5. To prove by direct evidence that a zemindar had knowledge of the existence of illicit salt works, is, in the majority of cases, quite impossible; and when the circumstances are such that this knowledge may be fairly inferred, the zemindar is justly punishable, either for neglecting to communicate the knowledge if he possesses it, or if he possesses it not, for neglecting the duties of his situation in not making himself acquainted, as he might, and ought to, have done with what is passing in his estate.

6. With regard, therefore, to salt works established in the open field, which probably were the kind of works contemplated in sections 32 and 33, Regulation X, of 1819, and section 27, Act No. XXIX, of 1838, the Board consider that no objection could, reasonably, be taken to the provisions of the law last cited; but their application to manufacture in houses and enclosures, for the detection and suppression of which Act No. III, of 1851 was passed, may not be perhaps so free from question.

7. Although not expressly stated in the petition, it is the operation, *under the Act of* 1851, of the law which imputes responsibility to the zemindar in cases of illicit manufacture, that has given occasion for the complaints of the petitioners. All the cases included in the 5 years statement of prosecutions of zemindars, furnished by the Controller, are cases of manufacture in houses. It was not without reluctance that the Board, influenced by the urgent and repeated representations of the Controller and the chowkey officers, recommended to Government the enactment of the law of 1851*; and they stated at the time that it was one which would require to be cautiously administered. The Controller's report shows that the department has acted with great moderation in cases instituted against zemindars in connexion with manufacture in houses. In five years, in all the superintendencies, 74 cases were instituted of which 38 terminated in conviction and 15 in acquittal, and 21 were still pending on the 30th of April last. In the 38 cases of conviction the Civil Courts awarded fines to the extent of rupees 31,500, and of this amount rupees 14,000 had been realized, and rupees 5,500 remitted by the Board or the Controller, under the power vested in them by section 117, Regulation X, 1819. Of the balance, (rupees 12,000) a portion has since been remitted. The Controller further reports that 61 cases, in which the offence was considered proved by the superintendents, were not prosecuted before the judge, because convictions against the same zemindars had been obtained in other cases; and he says that numerous other cases ("hundreds of cases") of illicit manufacture have occurred, in which "the law has been brought to bear on the parties breaking it, and zemindars have only been called to account in glaring cases, or in cases in which their cognizance has been long suspected."

8. The cause of the large remissions above mentioned is, that the judges consider themselves bound to impose in all cases the full legal penalty of 500 rupees for each fire place; and in consequence, when munufacture is discovered in 5 or 6 houses the amount of fine is unnecessarily large, and presses on the zemindars with undue severity. Only one instance has occurred in which, under the precedent mentioned by petitioners, the full fine was imposed on each of the joint proprietors of a village, and in that case remission was granted by the Board.

9. It is of course possible, that the discretion allowed to the judge of inferring connivance on the part of the zemindar, from circumstances without direct proof, may not have been always discreetly exercised. But this can scarcely be held to be a sufficient reason for a change in the law. The risk of erroneous judgment from such cause, is not perhaps greater than that which exists in all cases from misappretiation of the value of evidence. The law is, unquestionably, a harsh one, but the Board believe it to be necessary for the protection of the revenue. The objection taken to it by the petitioners on the score of the severity of its penalties is, or may be, in a great measure obviated by the power of mitigation reserved to the head of the department. Mr. Dunbar's objection† has reference only to the case of absentee zemindars, and is not, the Board thinks, tenable. For a person who chooses to perform by deputy any duty devolving on himself, must

* On the 6th June, 1849, Mr. Bidwell wrote, "The evil is on the increase; the zemindars are reported to be encouraging their ryots to engage in the manufacture; secure in the impotency of the law as regards themselves, and they are known to pay the fines of their ryots who may be convicted of illicit dealings in salt."

† Extract from his report on the district of 24 Pergunnahs, received with endorsement, dated June 24, 1854.

necessarily be held answerable for the acts of his deputy; and on this principle, section 32, Regulation X, 1819, properly in the Board's opinion, makes the proprietor responsible for the neglect of his goomastah, or agent.

10. On the whole, the Board are not disposed to recommend any change in the law; but, at the same time, they are desirous to make its operation as easy as is consistent with the security of the revenue, especially in the case of manufacture in houses. They would propose, with this object, in amendment of the Controller's suggestion, that it should be a rule of the department.

1. That on the first discovery of manufacture in houses in any village, no attempt should be made to establish cognizance on the part of the zemindar, but he should be simply warned of the fact, with a view to his exercising more care in future.

2. That in all cases of lands held in joint tenancy by more than one proprietor, the prosecution should be against the proprietary body jointly and severally, for the fine specified in section 27, and not against the individual sharers for separate fines.

3. That in all cases of a first conviction under the section quoted, the fine levied should not exceed the maximum of rs. 1000, whatever the number of houses in which manufacture may be discovered.

11. These provisions, added to the existing rule which requires that before any case is transferred to the judge, it shall be submitted to the Controller and his sanction obtained, would, it is believed, provide effectually against any undue severity in the enforcement of what appears to be a necessary law.

I have, &c.,
A. R. Young, *Officiating Junior Secretary.*

STATEMENT showing the Quantity of Salt Sold, the Total Cash Receipts, the Gross Salt Revenue or Net Profit to Government, and the Net Salt Revenue, for each Year from 1841—42 to 1854—55.

Year.	Quantity of Salt Sold.						Proceeds of Government Sales at various Fixed Prices.			Charges of manufacture or cost price of the Government Salt.	Net Profit, representing the duty realized on the Government Salt.	Excise Duty realized on the Salt of private manufacture.	Customs' Duty, realized on imported Salt.	Other Receipts, ordinary, extraordinary, and profit and loss on account of Salt.	Gross Salt Revenue.	Charges of protecting and collecting the Revenue, as distinguished from the charges of manufacture, representing the cost price of the Government Salt, shown in Col. 11.	Net Salt Revenue.	Percentage of the charges exhibited in Col. 17 on the Gross Salt Revenue, exhibited in Col. 16.	Rate of Net Profit or Duty realized on the Government Salt, per 100 mds.	Rate of Excise and Customs Duty levied on the Salt of private manufacture and on imported Salt per 100 mds.	Dates of reduction of Duty.	Remarks.
	Government Manufacture.			Private Manufacture.	Imported.	Grand Total.																
	Wholesale.	Retail.	Total.				Wholesale.	Retail.	Total.													
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
	Ind. Mds.	Ind. Mds.	Ind. Mds.	In. Mds.	Ind. Mds.	Ind. Mds.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.	C.Rs.		
1841—42	39,59,336	8,33,026	47,92,362	...	6,12,592	54,04,954	1,68,72,000	23,79,000	1,92,51,000	40,34,840	1,52,16,160	...	18,45,000	78,000	1,71,39,160	12,79,939	1,58,59,221	7 3/5	317	325		The figures in columns 2 to 10 and 13 to 15 are derived from a Statement prepared in the Financial Department of the Government of India, fractions under thousands being omitted.
1842—43	38,70,635	8,36,798	47,07,433	...	8,92,743	56,00,176	1,63,91,000	22,92,000	1,86,83,000	36,93,714	1,49,89,286	...	26,51,000	1,06,000	1,77,46,286	12,10,327	1,65,35,959	6 4/5	318	325		
1843—44	39,07,624	8,27,967	47,35,591	...	9,67,011	57,02,602	1,62,97,000	21,79,000	1,84,76,000	48,57,942	1,36,18,058	...	25,80,000	87,000	1,65,85,058	12,68,527	1,53,16,531	7 3/5	287	325		
Total...	1,17,37,595	24,97,791	1,42,35,386	...	24,72,346	1,67,07,732	4,95,60,000	68,50,000	5,64,10,000	1,25,86,496	4,38,23,504	...	73,76,000	2,71,000	5,14,70,504	37,58,793	4,77,11,711	22	922	975		
Average	39,12,531	8,32,597	47,45,128	...	8,24,115	55,69,244	1,65,20,000	22,83,333	1,88,03,333	41,95,498	1,46,07,834	...	24,58,666	90,333	1,71,56,834	12,52,931	1,59,03,903	7 1/3	307	325		
1844—45	41,50,346	8,64,391	50,14,737	...	9,70,596	59,85,333	1,66,28,000	22,35,000	1,88,63,000	44,97,426	1,43,65,574	...	27,15,000	63,000	1,71,43,574	12,60,749	1,58,82,825	7 3/5	286	325		The figures in Columns 11 and 17 are derived from a Statement prepared in the office of the Accountant to the Government of Bengal, for all except the two last years. For these two years they are derived from a Statement prepared in the Financial Department of the Government of India, fractions under thousands being omitted.
1845—46	33,99,275	9,15,202	43,14,477	...	15,82,187	58,96,664	1,30,45,000	22,90,000	1,53,35,000	42,42,110	1,10,92,890	...	44,31,000	63,000	1,55,86,890	12,34,985	1,43,51,905	7 9/10	257	300	11 Nov. 1844	
1846—47	37,11,447	9,95,713	47,07,160	...	14,66,744	61,73,904	1,40,24,000	24,42,000	1,64,66,000	32,39,690	1,32,26,310	...	39,25,000	52,000	1,72,03,310	11,70,945	1,60,32,365	6 4/5	281	300		
Total...	1,12,61,068	27,75,306	1,40,36,374	...	40,19,527	1,80,55,901	4,36,97,000	69,67,000	5,06,64,000	1,19,79,226	3,86,84,774	...	1,10,71,000	1,78,000	4,99,33,774	36,66,679	4,62,67,095	22	824	925		In the Accountant's Statement the proportion of "Aurung charges" debitable to the cost of protecting and collecting the revenue could not be distinguished except for the years 1851—52 and 1852—53. For the previous years the whole "Aurung charges" were therefore debited to the cost of the salt. To remedy this, a proportion, equal to one-fourth of the total "Aurung charges" for those years, being about the proportion shown by the years 1851—52 and 1852—53, has here been deducted from the total shown by the Accountant as the cost of the salt, and added to the total shown as the cost of collection.
Average	37,53,689	9,25,102	46,78,791	...	13,39,842	60,18,633	1,45,65,666	23,22,333	1,68,88,000	39,93,075	1,28,94,924	...	36,90,333	59,333	1,66,44,591	12,22,226	1,54,22,365	7 1/3	275	308		
1847—48	39,92,316	9,15,876	49,08,192	...	16,15,086	65,23,278	1,38,60,000	20,23,000	1,58,83,000	27,27,736	1,31,55,264	...	41,37,000	74,000	1,73,66,264	12,41,004	1,61,25,260	7 1/5	268	275	1 April 1847	For the two last years, 1853—54 and 1854—55, two-thirds of the total charges have been debited to the cost of the salt, and one-third to the cost of collection, those being about the proportions shown for the two previous years in the Accountant's Statement.
1848—49	33,16,637	9,20,480	42,37,117	16,450	16,10,256	58,63,823	1,14,03,000	20,42,000	1,34,15,000	24,96,673	1,09,48,327	45,000	39,90,000	1,26,000	1,51,09,327	11,38,424	1,39,70,903	7 1/2	258	275		
Total...	73,08,953	18,36,356	91,45,309	16,450	32,25,342	1,23,87,101	252,63,000	40,65,000	2,93,28,000	52,24,409	2,41,03,591	45,000	81,27,000	2,00,000	3,24,75,591	23,79,428	3,00,96,163	14 1/5	526	550		In this way, the cost of the salt and the charges against the revenue are here distinguished with a sufficient approximation to accuracy for all purposes.
Average	36,54,476	9,18,178	45,72,654	8,225	16,12,671	61,93,550	1,26,31,500	20,32,500	1,46,64,000	26,12,204	1,20,51,795	22,500	40,63,500	1,00,000	1,62,37,795	11,89,714	1,50,48,081	7 1/4	263	275		
1849—50	33,76,357	10,75 828	44,52,185	23,630	21,03,219	65,79,034	1,08,05,000	25,72,000	1,33,77,000	19,65,919	1,14,11,081	59,000	47,88,000	72,000	1,63,30,081	11,22,332	1,52,08,749	6 7/9	256	250	1 April, 1849	It is to be borne in mind that the Statement does not exhibit the actual sales, sale proceeds, and charges of the year, but the amounts under those heads accounted for in the year. The averages however no doubt exhibit very closely the actual average results of the years included in each series.
1850—51	28,25,101	8,50,602	36,75,703	35,000	26,01,034	63,11,737	91,59,000	17,42,000	1,09,01,000	21,95,833	87,05,167	88,000	59,87,000	68,000	1,48,48,167	10,47,497	1,38,00,670	7	236	250		
1851—52	22,38,702	8,77,051	31,15,753	18,600	29,26,866	60,61,219	72,32,000	18,19,000	90,51,000	25,46,107	65,04,893	47,000	68,85,000	55,000	1,34,91,893	10,12,538	1,24,79,355	7 1/2	208	250		
Total...	84,40,160	28,03,481	1,12,43,641	77,230	76,31,119	1,89,51,990	2,71,96,000	61,33,000	3,33,29,000	67,07,859	2,66,21,141	1,94,000	1,76,60,000	1,95,000	4,46,70,141	31,82,367	4,14,88,774	21 3/5	700	750		
Average	28,13,386	9,34,493	37,47,880	25,743	25,43,706	63,17,330	90,65,333	20,44,333	1,11,09,666	22,35,953	88,73,713	64,666	58,86,666	65,000	1,48,90,047	10,60,789	1,38,29,591	7 1/5	233	250		
1852—53	31,25,129	8,86,015	40,11,144	19,495	24,94,333	65,24,972	1,00,64,000	18,24,000	1,18,88,000	19,24,525	99,63,475	48,000	57,20,000	82,000	1,58,13,475	10,04,209	1,48,09,266	6 3/5	248	250		
1853—54	37,89,914	8,66,324	46,56,238	43,050	15,61,055	62,60,343	1,18,62,000	17,53,000	1,36,15,000	20,32,000	1,15,83,000	1,08,000	35,84,000	84,000	1,53,59,000	10,16,000	1,43,43,000	6 9/10	248	250		
1854—55	38,80,000	9,07,900	47,87,900	19,200	18,00,000	66,07,100	1,21,00,000	18,15,000	1,39,15,000	27,06,000	1,12,09,000	48,000	42,00,000	84,000	1,55,41,000	13,53,000	1,41,88,000	8 3/4	234	250		
Total...	1,07,95,043	26,60,239	1,34,55,282	81,745	58,55,388	1,93,92,415	3,40,26,000	53,92,000	3,94,18,000	66,62,525	3,27,55,475	2,04,000	1,35,04,000	2,50,000	4,67,13,475	33,73,209	4,33,40,266	21 1/4	730	750		
Average	35,98,347	8,86,746	44,85,094	27,248	19.51,796	64,64,138	1,13,42,000	17,97,333	1,31,39,333	22,20,841	1,09,18,491	68,000	45,01,333	83,333	1,55,71,158	11,24,403	1,44,46,755	7 1/4	243	250		

GEO. PLOWDEN, *Commissioner.*

APPENDIX U.

Notification by the Lieutenant-Governor of the North-West Provinces, dated May 9, 1855.

1. The Lieutenant-Governor, North-Western Provinces, is pleased to establish a Customs' line for the levy of a duty on salt, in the territories under the superintendence of the Commissioner of the Saugor Division, to run from the junction of the Rivers Jumna and Scinde, through the districts of Jaloun, Jhansee, Chandeyree, Saugor and Nursingpoor, to a point on the River Nerbudda, at, or near, the south-eastern frontier of the state of Bhopaul, and thence along the left bank of the Nerbudda, to the western boundary of the territories above-mentioned.

2. The following duties will be levied on salt imported into Customs' jurisdiction on the said line.

On that portion of the line lying more than ten miles north of the town of Saugor, two rupees per maund.

On that portion of the line lying between the portion abovementioned, and the Nerbudda, one rupee and eight annas per maund.

On that portion of the line lying south of the Nerbudda, one rupee per maund.

And all salt brought within Customs' jurisdiction, must be covered by a rowannah previously obtained at one of the Customs'-Houses, established for the issue of the same.

3. Customs'-House jurisdiction shall extend for a breadth of fifteen miles, or over all territory in British possession within that space, throughout the line, excepting the town of Jhansee, and such other towns or places as may be hereafter notified to have been excepted.

A list of open chowkeys for passing salt, and a specification of the limits of Customs' jurisdiction, will be exhibited in the offices of all the officers in charge of the districts through which the line will run, and likewise at each Customs'-House at each open chowkey, and at the tehseeldarees and thannahs adjacent thereto.

IV. The system, rules, and penalties, now obtaining, and which shall from time to time obtain, on the north-western frontier Customs' line are, *mutatis mutandis*, made applicable to the new line, and the officers of customs are invested with the same powers as the corresponding officers on the existing line.

The manufacture of alimentary salt in the territories under the Government of the North-Western Provinces, east and south of the Customs' line established by this notification is prohibited; and all persons importing, or manufacturing, salt, in contravention of this notification, or otherwise infringing the rules hereby made applicable, will be liable to the same penalties as persons guilty of the like acts or omissions in the Regulation Provinces.

5. Customs'-Houses are established at Jhansee, Saugor, and Hoshungabad, and the deputy superintendents and deputy commissioners of districts in which Customs' jurisdiction is established, and their establishments, are invested with the powers of Customs'-House officers to enable them to check the illicit importation of salt.

6. Notice is hereby given that so much of the present north-western frontier line as extends from the junction of the rivers Jumna and Scinde along the line of the Jumna, and thence southwards to the frontier of the Mirzapoor district, will be abolished after the expiration of 6 months from the date of publication of this order.

The Lieutenant-Governor is pleased to make the following appointments:—

Mr. G. Wright, to be Collector of Customs for the Jhansee and Saugor line.

Mr. W. Bell, to officiate as a Deputy-Collector of Customs at Hoshungabad.

Mr. R. K. Bartie, to officiate as a Deputy-Collector of Customs at Jhansee.

The superintendent at Jhansee is hereby authorized to exercise powers of the nature specified in section 9, Act XIV, 1843, within the districts under his control. The Commissioner of Saugor is vested with the like powers in the other districts of the Saugor division.

W. Muir, *Secretary to Government, N. W. P.*

PAPERS

IN CONTINUATION OF THE

APPENDIX

TO THE

REPORT OF THE COMMISSIONER

ON

SALT

IN

BRITISH INDIA.

Presented to both Houses of Parliament by command of Her Majesty.
July 29, 1856.

LONDON:
PRINTED BY HARRISON AND SONS.

APPENDIX V.

Punjab Papers.

No. 1.—Rules for the Realisation and Protection of the Revenue derived from the Salt Mines in the Scindh Saugur Dooab, and at Kalabagh in the Punjab . 739

No. 2.—Memorandum shewing the Duty and arrangement of the Patrolling force on the Sutlej Preventive Line 742

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ERRATA.

Page

412. K No. 3.—For the present marginal note of paragraph 3, substitute the following :—

"NOTE.—For a complete statement of sales from 1806–7 to 1852–53, see Appendix B, Enclosure No. 3, Part II, Madras." (p. 126.)

412. For the present marginal note of paragraph 4, substitute the following :—

"NOTE.—For a statement of retail prices from 1816–17 to 1852–53, See Appendix B, Enclosure No. 26, Part II, Madras." (p. 194.)

GEO. PLOWDEN,
Commissioner.

Nagpore April 28, 1856.

APPENDIX V.

Punjab Papers.

No. 1.—Rules for the Realization and Protection of the Revenue derived from the Salt Mines in the Scindh Saugur Doab and at Kalabagh in the Punjab.

No. 2.—Memorandum shewing the Duty and arrangement of the Patrolling force on the Sutlej Preventive Line.

Appendix V.—No. 1.

RULES for the Realization and Protection of the Revenue derived from the Salt Mines in the Scindh Saugur Dooab and at Kalabagh, in the Punjab.

THE salt in these mines is the property of the State. The mines are worked and the produce sold for the benefit of the Public Revenue.

2. The price of salt at the mines has been fixed at (2) two rupees per Government maund.

3. Persons desirous of purchasing salt from the mines may pay the price of the quantities they intend to purchase into the Treasury of the Collector of Salt Revenue, or into that of any district in the Punjab. In the latter case, the officer in charge of the Treasury will grant a receipt for the money so paid.

4. On presentation of such receipt, or on payment of the money into his own Treasury the Collector of Salt Revenue will, the same day, deliver to the purchaser a "rowannah" or pass, written in English and Persian and Nagree; specifying, in addition to other necessary particulars, the quantity of salt that has been purchased, and the mine at which it is to be delivered.

5. The rowannah is to be in duplicate, and is to be signed by the Collector, and by his Sherishtadar and Treasurer. It is to have effect for two months from the date it bears.

6. On the Merchant or his Agent presenting the "rowannah" to the Patrol or Assistant Patrol in charge of the Mine, that officer will allow him to fill his bags at the store, and when they are filled, he will have each weighed, and will ascertain that the total quantity agrees with that specified in the Rowannah; then, after entering the particulars of the rowannah in his register, he will endorse the original and duplicate, giving the former to the Merchant to accompany his goods, and sending the latter to the Collector with his daily report.

7. Purchasers are expected to remove the salt as soon as possible to some spot beyond the limits defined in paragraph 9.

8. Should anything, however, occur to prevent the removal being effected within the term of the rowannah, the purchaser is to present a petition to the Patrol, Deputy-Collector, or Collector, at least three days before the expiry of the term. The Petition shall contain a statement of the cause of the delay, and if the reasons given are satisfactory, the Collector may extend the term to any period not exceeding four months from the date of the rowannah; should the salt not be removed within four months, the term may be further extended by the Commissioner of the Jhelum Division, who is in charge of the Salt Revenue Department, but this extension will be conditional on payment of a fine equal to one-twentieth of the amount paid for the Rowannah. Should the reasons given for the non-presentation of the rowannah, or non-removal of the purchased salt within the original or extended term of the rowannah not be satisfactory, the Commissioner may declare the Rowannah cancelled, and the purchase money forfeited.

The powers of the officers of Government to interfere with the salt obtained from the mines of the Scindh Saugur Dooab, and of Kalabagh is hereby limited to a space which extends around each mine or salt bed, to a distance of 10 miles: but, whenever the right bank of the River Jhelum lies within the ten miles, that bank is the limit of jurisdiction.

10. Within the limits defined in the foregoing paragraph, it is lawful for all officers of the Salt Establishment, to search any carriages and packages upon reasonable grounds of suspicion, that such carriages or packages contain salt not covered by a rowannah, and if the salt thus found exceed one seer, the officer shall retain it; and if it exceed five seers he shall also detain the carriages and animals used in transporting the same.

11. If the salt thus detained exceed five seers, the Collector of salt revenue shall, with all practicable despatch, report the case for the determination of the Commissioner

of the Jhelum Division; and it shall be lawful for that officer to confiscate the salt and also the carriages and animals, or to impose such lesser penalty in lieu thereof as may to him seem fit.

12. Within the limits defined in paragraph 9, it is lawful for all officers in the Salt Department to apprehend any person on reasonable grounds of suspicion that such person is liable to punishment under these rules, and to make him over for trial, with all practicable expedition to the nearest Deputy-Commissioner, Assistant-Commissioner, or Extra Assistant-Commissioner.

13. Within the limits defined in paragraph 9, the Collector of Salt Revenue, the Deputy-Collector, the Patrols, and Assistant Patrols, may search any house said to contain illicit salt, after taking the deposition of the informer, and obtaining the attendance of the Police. The search is to be made by daylight.

14. Every person having in his possession, within the limits defined in paragraph 9, salt exceeding five seers, and not protected by rowannah, or purchased from a licensed vender according to paragraph 19, as also every person who excavates salt, without being employed to do so by the Salt Department, becomes liable on conviction by a Deputy-Commissioner, or Assistant-Commissioner, or Extra Assistant-Commissioner, to be punished by a fine not exceeding 500 rupees, and on non-payment thereof, by a term not exceeding six months, with or without hard labour.

15. Also every person aiding, or abetting, or wilfully conniving at the offences mentioned in the foregoing paragraph, is liable to the penalties therein stated, whether he may himself be within the limits stated in paragraph 9 or not.

16. If the salt found in the possession of any person within the limits defined in paragraph 9, exceed one seer, but do not exceed five seers, it shall be confiscated, and that person will be liable to pay a fine equal to the value of the salt. The Deputy-Collector, Patrol, or Assistant Patrol, may demand the fine, and in the event of its being paid, he will release the person and retain the salt, reporting the case to the Collector who is competent to pass orders upon it; should the party not pay the fine, on being first apprehended, he is to be sent immediately to the nearest Deputy-Commissioner or Assistant-Commissioner, and on proof of the facts before that officer, he will be liable to imprisonment, with or without labour, for a period not exceeding 15 days.

17. Parties wishing to purchase salt for the purpose of retailing it at places within the limits defined in paragraph 9, must state this to the officer in charge of the mine, at the time they are purchasing it, and that officer, provided the quantity applied for be not more than is required for the purpose avowed, will grant permission, reporting the case to the Collector. The person who thus receives salt for retail, within the limits above defined, must keep a register of daily sales, and must give each purchaser a certificate which is to contain a statement of the date of sale, the name of the purchaser, and the quantity purchased. The Board of Administration will issue from time to time such further rules to regulate the retail sale within the limits defined in paragraph 9, as may by experience be found conducive to the convenience of the public, and protection of the revenue.

18. Persons who, within the limits above defined, are in possession of salt purchased from a retail vender, licensed under the foregoing paragraph, will be held exempt from all the penalties above described for possession of salt unprotected by a rowannah, provided they can produce the retailer's Certificate above referred to, and provided also they conform to the bye laws, which, as above stated, will be issued on this subject as occasion may require.

19. Every despatch of salt though covered by a rowannah, shall, while it remains within the limits defined in paragraph 9, be liable to one re-weighment by the Collector or any person bearing a special order from him, or by the Deputy-Collector, Patrol, or Assistant Patrol.

20. Should the examination shew that the despatch exceeds, by more than five per cent, the amount stated in the rowannah, the parties shall be liable at the discretion of the Commissioner of the Jhelum Division to a fine not exceeding double the value of the excess at the Government price. But if the despatch amounts to more than 10 per cent beyond the quantity entered in the rowannah, the whole shall become liable to confiscation, or to such lesser penalty as the Commissioner may determine; and, in addition to this, the parties concerned in the fraud will be held liable to the penalties stated in paragraph 14.

21. Throughout the whole extent of country, which is included between the Indus to the West, and the Beas and Ghara to the East and South, the manufacture of alimentary salt is prohibited, as is also the possession of this description of salt, or of any rock salt, excepting that obtained from the mines of Scindh Saugur, and Kalabagh.

22. For the enforcement of this rule two lines of posts are to be established. The one to be on the Indus. The other to join the Sirsa Customs line at Umrokee ghaut on the Sutlej, to be carried down the right bank of that river, and to terminate at the Mithunkote. When the exact position of these lines has been determined, it will be notified in the Government Gazette.

23. The jurisdiction of the officers of the salt department is hereby declared to extend upon these lines from the chain of posts to the river on the one side, and to a distance of 5 miles on the other. Where the line crosses a river the jurisdiction is to extend from the line five miles up stream, and the same distance down; such, for instance, is to be the case on the Sutlej at Umrokee, on the Chenab at its confluence with the Sutlej, and on the Indus at Mithunkote.

24. The administration and collection of the salt revenue is vested in the Collector under the superintendence and control of the Commissioner of Mooltan, in respect to the Sutlej line, and and under the Commissioner of the Jhelum Division as regards the mines of the Scindh Saugur Dooab and the Indus line.

25. Within the limits defined in the 23rd paragraph, it is lawful for all officers of the Salt Establishment to search any carriages and packages upon reasonable grounds of suspicion that such carriages or packages contain contraband salt, and to retain any salt so found, and, should the amount exceed one seer, the boats, carriages, and animals, used in transporting the same. If the salt does not exceed one seer, the Collector of salt revenue will order it to be destroyed.

26. Whenever the salt thus detained exceed one seer, the case is to be reported with all practicable expedition for the determination of the Commissioner in charge of the preventive line, and if that officer be satisfied that the salt is not the produce of the Scindh Saugur or Kalabagh mines, he shall direct that it be destroyed, and he may declare the boats, carriages, and animals, to be confiscated, or impose such lesser penalty in lieu thereof as may to him seem fit.

27. Also within the limits defined in paragraph 23, it is lawful for all officers of the salt department to apprehend any person on reasonable grounds of suspicion that such person is liable to punishment under these rules, and to make him over, with all practicable expedition, to the nearest Deputy-Commissioner.

28. Within the limits defined in paragraph 23, the Collector of salt revenue, the Deputy-Collector, the Patrol, and Assistant Patrols, may search any house or boat said to contain illicit salt, after taking the deposition of the informer, and obtaining the attendance of the Police. The search is to be made by daylight.

29. All Officers of Police and all Officers of Government engaged in the collection of the land revenue are empowered and required to aid and assist the officers of the Customs department in the execution of these rules.

30. Within the tract defined in paragraph 21, it is incumbent on Deputy-Commissioners and their assistants to destroy all works for the manufacture of salt, and to apprehend the person concerned in the manufacture. These officers are required to seize all salt of every description but that obtained from the Scindh Saugur mines, or from Kalabagh ; and they are also to apprehend the possessor of such illicit salt if the amount exceed one seer. The seizure is to be reported to the Commissioner of the Division, and the salt is to be destroyed under his orders.

31. Within the tract defined in paragraph 21, the Tehseeldars and Thannadars may search for salt factories, or for illicit salt on receipt of creditable information, and on recording the evidence of the informer. They may also suppress factories they themselves see in operation, and seize illicit salt which they see exposed for public sale. In all these cases, they may apprehend the parties concerned in the manufacture, and the possessors of the illicit salt if it exceed one seer. But with the foregoing exceptions the police and revenue Establishments subordinate to the Deputy-Commissioner, are not authorized to interfere of their own instance, but are to confine themselves to giving the earliest information of the existence of salt factories, or of illicit salt, and to carrying out the special orders which they receive in each case.

32. Every person having in his possession, within the limits defined in paragraph 21, contraband salt exceeding one seer, and every person engaging in the manufacture of salt, and all proprietors of land, or their Agents, conniving at such manufacture, or concealing the existence of contraband salt, shall, on conviction by a Deputy Commissioner, Assistant Commissioner, or Extra Assistant Commissioner, be liable to be punished by a fine not exceeding 500 rupees, and on non-payment thereof, by inprisonment for a term not exceeding six months, with or without hard labour.

33. All Deputy Commissioners, Assistant Commissioners, and Extra Assistant Commissioners, are competent to receive and determine all charges on account of offences against these rules, and all sentences passed in pursuance of these rules shall be open to appeal in regular course.

34. A moiety of all the fines imposed under these rules will be given to the informers or captors, and if the fine be not realized this moiety will be charged on account of Government, and be charged to the salt department.

35. Any Officer of the Salt Revenue Establishment, or of the preventive line, who shall, without reasonable grounds of suspicion, search any carriage or package, shall, upon conviction thereof before the Deputy Commissioner, within whose jurisdiction the offence may have been committed, be punished with a fine not exceeding 250 rupees, which fine shall be paid over to the party aggrieved, and on non-payment of such fine, with imprisonment not exceeding three months, and any officer of the aforesaid department who shall under colour of these rules apprehend any person without reasonable grounds of suspicion that such person is liable to punishment under these rules, shall upon conviction before the Deputy Commissioner, within whose jurisdiction the offence may have been committed, be punished with fine not exceeding 500 rupees, which fine shall be paid over to the party aggrieved, and on non-payment of such fine, with imprisonment for a period not exceeding six months.

36. On receipt of the sanction of Government to the foregoing rules, a Proclamation is to be issued and posted up in every Cutcherry and Revenue and police station in the Territories west of the Beas and Sutlej, and east of the Indus, explaining briefly the prohibitions, and the penalties attached to the breach of these rules.

Appendix V.—No. 2.

Memorandum shewing the Duty and arrangement of the Patrolling Force on the Sutlej Preventive Line.

The total line is divided into Beats of nearly equal length about 53 miles in direct line, on the Sutlej, but much more by the windings of the river.

In each Beat, there is a Patrol, an Assistant Patrol, and a Superintendent. The Patrol's head quarters are about the centre of the beat, and his personal beat is the largest of the three. The Superintendent and Assistant are posted at subordinate stations on the line. With each is a Mohurrir, for writing reports of seizures and the daily report of work done, 2 Kotegushts and a certain number of Burkundazes, whose duty it is to patrol with the officer, or as he may direct. Under these Superintendents are Chowkeys along the line, each consisting of a Jemadar and 4 men. Their duty is to patrol, night and day, on either side. During the day, a man is posted at an outpost, termed "Naka," intermediate between the chowkeys. The chowkeys are known by their numbers, as No. 1, 2, 3, 4, &c., of such a beat; the superior posts, by the name of the place. These chowkeys are from 2 to 3 miles asunder, generally so placed as to be within sight of one another, or at least of the intermediate Naka. A chowkey is generally near every ferry.

Every Patrol and Assistant sends a daily report to the Deputy Collector in English and Persian, (if he understand English), otherwise in Persian only, showing how his Chuprassees and himself have been employed.

There are likewise returns of all seizures whether made personally, or by the Burkundazes, in three forms, so that there is a constant superintendence of every officer over his subordinate, and all is reported to the Deputy Collector, whose duty it is to hear all complaints against his subordinates, disburse their pay, superintend them in every way, and form the medium of communication with others, whether the Commissioner, or District officer.

The Establishment aids the police in checking thefts, and from its position on the Sutlej, where thieves from the Bhawulpoor territory must cross, ought to be of immense use.

APPENDIX W.

Glossary of Bengal Native Terms.

Abra	A superior description of kurkutch salt.
Adul	A wooden seal for stamping salt.
Aduldar	A person employed in stamping salt.
Amlah	A native official.
Anna	The sixteenth part of a rupee.
Arye Pyke	See Shikaree.
Assul	Original. Assul-salt. Salt paid for by Government, and brought to account.
Athyalla-muttee ..	A peculiar soil, which gives a whity-brown or reddish tinge to the salt produced on it.
Atrafee	A pass covering a portion of a quantity of salt, included in a rowannah.
Aulung	A drying shed.
Aurung	A manufacturing district; a division of an Agency.
Bahar-kandy	Process of heaping salt in the open air thatched over.
Banghy	A slender pole carried on the shoulder, supporting a load suspended at each end.
Barburdaree Mohurir ..	A person who keeps an account of contingent expenses incurred in dispatching salt.
Baree	A manufactory.
Bazar	A market.
Beegah	A denomination of land measure containing 20 cottahs, and equal to about one-third of an acre.
Beoparee	A travelling dealer, or small trader.
Bhadro..	The name of a month corresponding with the last half of August and the first half of September.
Bhangah	Weighment.
Bhangah Mohurir ..	An officer who checks and writes down the weighment.
Bharbojaee boat ..	A cargo boat.
Bhoonree ghur ..	Boiling house.
Bhowree	A sub-division of an aurung.
Birtee	A charitable allowance.
Bund	An embankment.
Bungalow	A house with a thatched roof.
Burkundaz	A guard, or watchman.
Bysack	The name of a month corresponding with the latter half of April and the first half of May.
Chappadar	A person who assists in weighing.
Chappakurna	Treading down.
Chappur	The process of treading down.
Char, or Char-chittee ..	A delivery order.
Chattee	A name given to a collection of choolas, or boiling houses.
Chattee-paik	A superintendent of a chattee.
Chattur	Land on which salt is found. A salt field.
Chelaun	An advice.
Chittack	The sixteenth part of a seer.
Chokee, or Chowkey ..	A guard station.
Chokeedar	A watchman.
Choolah	A fire place.
Chooleah	The person who contracts for a khalaree.
Chowkey	See Chokee.
Chuck	A parcel of land.
Chukkur	See Jhant Chukkur.
Chun	A species of straw.
Chuprassee	A peon or messenger, so called from the chupras or badge which he wears.
Chur	A bank exposed to submersion.
Churbojaee Golah ..	This is the name given to golahs so situated that the salt collected in them must be conveyed in boats for a considerable distance before it can be shipped.
Churrundar	A supercargo.
Chuttee	Gunny, or sack cloth.
Cooly	A hired labourer.
Coot	Estimate. Cooting; estimating.
Coss	A measure of distance, being about two English miles.
Cottah	A land measure, the twentieth part of a beegah.
Cutcherry	A place of business; an office.

Dadun	A payment in advance.
Dangah	A flat piece of wood to beat down a heap.
Darogah	An officer in charge of a pokhtan, or larger division of a Salt Agency.
Dessee	Of, or belonging to, the country. Dessee boat; a country boat.
Dewan	The native head of a department.
Doolye	Transport operations.
Doosra Sajun	The process of re-impregnating exhausted chutturs, or salt fields, by letting in the spring tides.
Droon	A land measure in the eastern parts of Bengal, containing nearly 7 acres.
Dur-char	A sub-pass or permit.
Dustoory	A customary allowance or present.
Etmandar	A manufacturer, more commonly called molunghee.
Fazil, or fazil dadun ..	A term denoting the balance payable in excess of advances.
Fusly	A particular æra current in the North-West Provinces.
Gaboo	A labourer.
Gatcha	Salt of a superior quality, formed from the drippings of a basket of salt on wisps of straw.
Gewa-rus	Bittern.
Ghas	Grass or fuel.
Ghaut	A place for landing.
Ghurra	An earthen vessel.
Golah	A warehouse, or storehouse.
Golah Shoomar ..	A golah account.
Goldar	An inferior servant in connection with a golah.
Gomastah	An agent or manager.
Goolpahurry	A person who watches a golah.
Gujeenah	A sort of grass.
Gurjaut Estates ..	Estates comprised in the Gurjat, or tributary portion of Cuttack.
Gurjaut Rowannah ..	Pass protecting salt in the Gurjat territory.
Hath, or Haut	A market held on stated days.
Hath-Chitta	A ticket or memorandum.
Hath-Shoomar	A day-book, or account of daily manufacture.
Hetaul	A tree growing in the jungle used for fuel.
Hijree	Mahomedan æra.
Hoodah	A sub-division of an aurung.
Hoodahdar	The officer in charge of the sub-division called Hoodah.
Hoozoor	The Presence; a title of respect.
Jageer	A piece of land bestowed in reward for services performed.
Jageerdar	The holder of a jageer.
Jal	Brine contained in the boilers.
Jalthelee	A two-pronged bamboo fork.
Jat salt	See Putnee.
Jemadar	The headman of a guard.
Jhant, or Jhant Chukkur	A boiler of a circular shape, about 5 cubits in diameter.
Jhoolah	A frame made of two bamboos, with a net work of rope between them.
Joon	Straw.
Joorah	A basket.
Jooree	A reservoir.
Julkur	An asset derived from fisheries and watercourses.
Jullan-thannah ..	Ground for the store of grass and other fuel.
Julpye	Fuel lands.
Julpye Mohurir ..	A native clerk who keeps accounts of the fuel lands.
Jumma	Revenue; a fixed rental.
Jungle	Land covered with forest or brushwood, or even grass.
Kandah	Raised edges of a fireplace to support the boiling pot.
Kandy	A heap.
Kantah Mohurir ..	An officer who attends the scales, and keeps an account of the weighment of salt.
Karkoon	The superior accountant of a pokhtan.
Keearee	A space bunded in for salt manufacture.
Khal	A creek, a canal.
Khalaree, or Khullaree	A salt work, containing a sufficient space for the salt fields, vats, and boiling apparatus prepared by each chooleah or contractor.
Khas	Special. Khas management, Special management by the officers of Government.
Khazana-khuttee ..	The name of a khuttee, or enclosure for the reception of store salt.
Khorakee	Diet allowance. An allowance of a certain quantity of salt made to zemindars.
Khullaree	See Khalaree.
Khusreh	Measurement in detail, or the record of such measurement.
Khuttee	A square enclosure.
Khutwah	A boat contractor.
Khoorpa	An iron scraper with a wooden handle at each end.
Killah	A fort.
Kitabut	The duties of a char mohurir.
Kooah	A dry well or hole.
Koondee, or Koonree ..	An earthen pot.
Kurkutch	Salt produced entirely by solar evaporation.
Kyal	A weighman.
Lakhiraj	Rent free.
Maharas-kandy ..	Salt heaped off after measurement.

Maidah .. .. A filterer of a peculiar construction.
Malikanah .. .. Proprietary profits.
Manjee .. .. A boatman.
Maund .. .. An Indian weight of 80$\frac{2}{7}$ lbs. avoirdupois.
Mehal .. .. .. A place; an estate.
Modhoormatee .. A name given to the earth on the higher level of the Chilka Lake from which salt is extracted.
Mofussil .. .. The interior of a district; country in opposition to town.
Mogulbundee .. .. A territory of Cuttack in the British jurisdiction as distinguished from the Gurjat territory.
Mohurir .. .. A native clerk or accountant.
Mokam .. .. A sub-division of an aurung.
Molunghee .. .. A manufacturer of salt, or person contracting to manufacture a certain quantity of salt.
Mootaien .. .. A person specially appointed.
Mooteah .. .. A common labourer.
Mootyan .. .. Appointed.
Moshaira .. .. An allowance or compensation.
Moye .. .. .. A machine used for levelling a ploughed field by breaking the clods of earth.
Muchdiah .. .. Privilege of fishing.
Mudhooree .. .. Land become sweet, or deprived of its saline properties.
Muhajun .. .. A dealer or merchant.
Muzoor .. .. A cooly or labourer.
Nad .. .. .. A receiving vessel. Also refuse earth from which salt has been extracted.
Naib .. .. .. A deputy.
Naib Jemadar .. .. The assistant, or deputy, of a jemadar.
Nazir .. .. .. An officer who sees to the service of writs and the execution of orders.
Nulbun .. .. A field of wild straw.
Nullah .. .. .. A canal or watercourse.
Nyakhuttee .. .. A new enclosure.
Ooriah .. .. .. A native of Orissa.
Pakee .. .. .. The person who superintends the boiling of the brine.
Paun .. .. .. Betel leaf.
Pawnsway .. .. A country boat used for travelling.
Peon .. .. .. A messenger; a police officer.
Pergunnah .. .. A division of a district.
Peshkar .. .. A ministerial officer of a cutcherry.
Pharee .. .. .. A police station.
Pherrah .. .. A measure of capacity.
Pherriah .. .. A retail dealer.
Poddar .. .. .. An examiner of money.
Pokhtan .. .. The highest division of a Salt Agency.
Pungah .. .. Salt produced by boiling the brine.
Purtal .. .. .. Weighment or measurement.
Puteet .. .. .. Fallow.
Putnee .. .. The earthen pot in which the brine is boiled.
Putnee Talook .. A talook, or tenure, separated from an estate with an assigned jumma,
Pyke .. .. .. A watchman.
Rajah .. .. .. A title of nobility.
Roojoonuvees .. .. A tally-writer.
Rowannah .. .. A pass or permit.
Rowanadar .. .. A person holding a pass.
Rughoonath khuttee .. The name of a khuttee or enclosure.
Ryot .. .. .. A cultivator or tenant.
Sajun .. .. .. The season when salt lands are prepared; the preparatory process for rendering lands fit for the production of salt. See Doosra Sajun.
Salamee .. .. A douceur, a present.
Salmatee .. .. A name given to the earth on the lower level of the Chilka Lake, from which salt is extracted when the bed of the lake has become dry.
Seer .. .. .. The fortieth part of a maund.
Sherishtadar .. .. A head native officer.
Shikaree .. .. A huntsman.
Shoomar .. .. An account.
Shuhur rujub .. .. The month of Rujjub.
Sirdar .. .. .. An overseer; a headman.
Soorbelle .. .. A species of reed growing in marshy situations.
Sowdah .. .. Distribution.
Sowdaputter .. .. An agreement.
Surruff .. .. Surplus.
Taggar .. .. Brine pit.
Taidad .. .. Fixed quantity.
Talook .. .. An estate paying revenue to Government, or to a superior landlord.
Tarputtur .. .. An account of daily sales effected by retail dealers.
Teepah .. .. A memorandum, or paper, on which the tally is kept in weighing.
Teepah-nuvees .. A writer of a teepah, or memorandum, at weighing.
Telin .. .. .. A pot of the larger size for boiling brine.
Telineah Salt .. .. Salt produced in the Telin.
Teerundauz .. .. Peon or watchman.
Thannah .. .. A police division.
Thannah-kuttee .. An enclosed receiving place.

Thannah-muttee	.. Earth collected in heaps for manufacturing purposes in wet weather, or whilst the salt fields are being prepared.
Thannah-nad ..	.. Brine receiver.
Tolah	.. A weight of 180 grains troy; a rupee weight.
Tukrar doolye ..	.. Literally, disputed transport.
Tunkha ..	.. A delivery order.
Tuppeh ..	.. A division.
Umlee	.. An æra current in the Cuttack province.
Wuzun-buhee ..	.. Book or register of measurements.
Zemindar ..	.. A landholder.
Zemindaree ..	.. The estate of a zemindar.
Zillah	.. A district.
Zillahdar ..	.. An officer in charge of a zillah.

MAPS AND PLANS

REFERRED TO BY

MR. PLOWDEN

IN THE

SALT REPORT AND APPENDIX.

Presented to both Houses of Parliament by Command of Her Majesty.
1856.

LONDON:
PRINTED BY HARRISON AND SONS.

& III

List of Maps and Plans.

GENERAL.

1. Salt Map of India.

BOMBAY.

2. Plan of the Salt Works at the Village of Jeao, Pergunnah Bullesur.
3. Plan of the Salt Works at the Village of Oomur Tulungpoor, Pergunnah Choraisee.
4. Plan of the Salt Works at Patree Zillah, Ahmedabad.
5. Plan of the Salt Works at Ooroo Zillah, Ahmedabad.

MADRAS.

6. Plan of the Attiput Salt Pans.
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11. Map of the Salt Preventive Superintendencies.
12. Plan of the Narainpore Salt Works.

No. 2.

One Nakadar and One Peon

One Peon

Large Reservoir

Small Water Work

Outer Daroga and his Establishment

One Peon

One Peon

Large Reservoir

Large Reservoir

Low ground covered with Water during Spring Tides

One Nakadar and One Peon

Inner Daroga and his Establishment

REFERENCES.

- Indicates Large Reservoir for Water
- D° small Reservoir for Water
- D° Salt Beds
- D° places for depositing Salt
- D° openings by which the Salt Water is let into the Reservoir from the Creek
- D° Inner Daroga's Cutcherry and Chowkeys
- D° Outer Daroga's Chowkeys
- D° Roads

C.

PLAN
OF THE
SALT WORKS
AT THE VILLAGE OF
JEAO,
PURGUNNA BULLESUR.

BOMBAY PRESIDENCY.

SCALE.
200 Feet = 1 Inch.

200 100 0 200 400 600 800

Harrison & Sons. Lith

Elevated Ground

To Gidhoree 1 Mile

Peons Chowkee

Low ground covered with water only during spring tides

Large Reservoir

Peons Shed

Peons Chowkey

1st Class Chunkey

To Surat 3 Miles

Water Course

Large Reservoir

Peons Shed

Village of Tulungpoor

Ground

with water only during spring tides

2nd Class Chunkey

Low Ground covered

Elevated

Village of Oomur

To Bhatta 3 Miles

Water Creek

Entrance of Sparrah Lake of Hades

Entrance to Sparrah Lake of Hades

PLAN

of the

SALT WORKS

at the Village of

OOMUR TULUNGPOOR

Purgunna Choraisee,

BOMBAY PRESIDENCY.

Scale 400 Ft.—1 Inch.

Feet 400 200 0 400 800 1200 1600

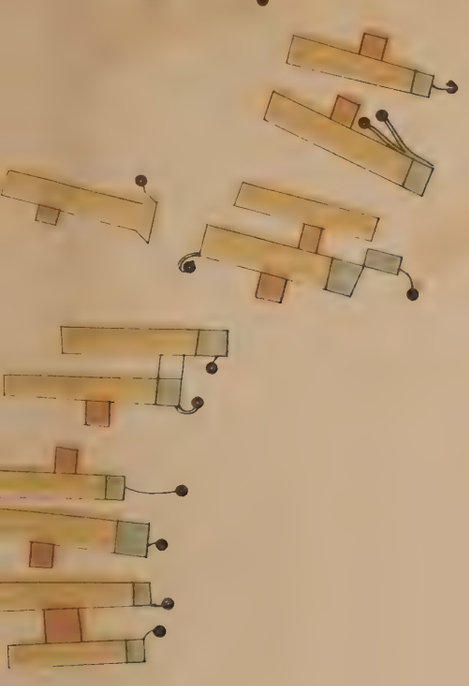
REFERENCE.

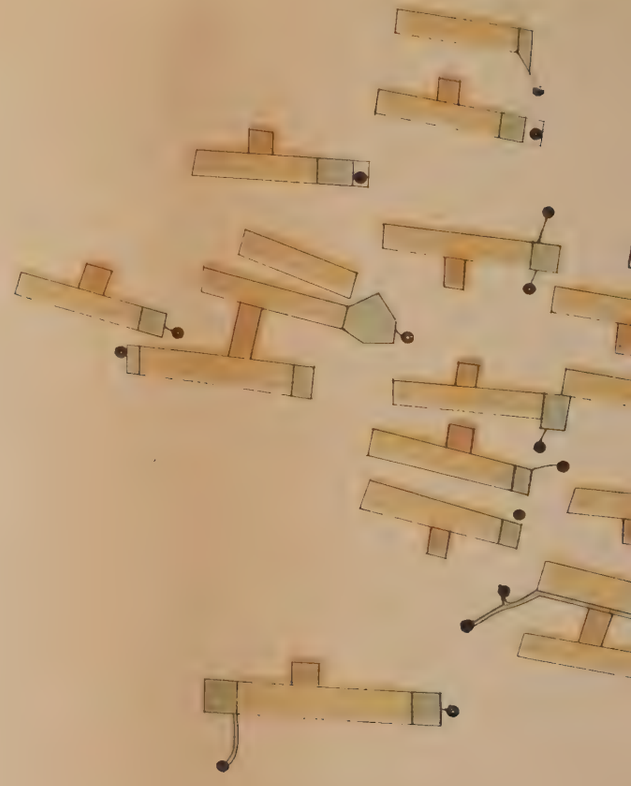
- ——— indicates the embankments (Red Line in Original)
- *a* Openings by which the spring tides are admitted into the reservoirs.
- *b* Small reservoirs into which the salt water is admitted as required from the large one (colored green.)
- *c* Salt heaps (colored Bt. Sienna.)
- Salt pans.

Total number of Beegahs contained in these works including the reservoirs pans, and places for depositing the salt 80. 15. $2\frac{2}{64}$

Exd. by Iverson Mr.

Reduced and Drawn by I. P. V.





and Two Peons

A

PLAN

of the Salt Works

—AT—

PATRÈE,

ZILLAH AHMEDABAD.

BOMBAY PRESIDENCY.

Scale 400 feet 1 Inch

400 800 1200

REFERENCES

Indicates outer Darogas Cutcherry

Indicates Inner Darogas Cutcherry and Chowkeys

The Inner Darogas Cutcherry is for security built in the Town of Patree

Indicates Wells from which the Pans are supplied

Indicates places for depositing Salt

Indicates small Reservoirs for water

Indicates Salt Beds

B

PLAN

of the Salt Works

—at—

OOROO

ZILLAH AHMEDABAD

BOMBAY PRESIDENCY

Scale 400 Feet = 1 Inch.

400 800 1200

REFERENCES.	
	Indicates Outer Darogas Chowkey
	Ditto. Inner Darogas Chowkey
	Ditto. Wells from which the Pans are supplied
	Ditto. Places for depositing salt.
	Ditto Small Reservoir for Water
	Ditto Salt Beds

Two Peons

Two Peons

Outer Daroga
and his
Establishment

One Hoorldar and
One Peon

TANK OF
SWEET WATER

Two Peons

Harrison & Son Litho 45 St Martins Lane London

PLAN

— of the —

ATTIPUT SALT PANS

MADRAS PRESIDENCY

Scale 800 feet - 1 Inch.

feet 800 400 0 800 1600

References.

The Brown shade denotes the Old Pans which contain 232 . 3 . 274½
The Yellow ___ Do. ___ New ___ Do. 258 . 22 . 1705
Total 491 . 1 . 1979½

NOTE — *The Coloured Spaces are not pans or separate works. They merely shew the ground occupied by pans as distinguished from ground (marked yellow) that might be made and have since been made into pans, each of these spaces may contain 20 or 30 Pans.*

m & Sons Litho 45 St Martins Lane

SOUTHERN MAHRATTA COUNTRY
GOA
MALABAR
COORG
NUGGUR
MYSORE
COORG
Dharwar
Hubbihal
Hoobly
Soopah
Dandilly
Sambraany
Merrekote
Petellee
Bagawutty
Hulghutgee
Tuttihulla
Turrus
Goand
Chamgaur
Kirwutty
Kamshetode
Woodeni
Yerdkul
Unshy
Mynhully
Moondagode
Singamurree
Yellapoor
Iddagoojee
Sedasheghur
Arbyle
Munchikerry
Pallah
Rawangolu
Soonkeaul
Mulghy
Hawdree
Bellakerry
Ankola
Swondah
Sumaegee
Goondabally
Sirsy
Heeragooty
Sumpakund
Gakarnee
Devamurry
Ambenhully
Banawassy
Kode
Burnyhur
Surreeta
Kuddry
Meerjan
Herita
Oopinputnam
Tiaguly
Coongoo
Neelecond
Santigul
Siddapoor
Honore
Kalle
Shikarpoor
Gairseppah
Talgoopah
Barangy
Sagur
Moordeshwur
Tekaree
Arnhully
Anantapoor
Bhutcul
Coomsee
Mavinhola
Hunsur
Jaula
Shanegah
Nagwuddy
Cusgree
Byndoor
Karkamundee
Gelyhola
Ciloor
Haulcut
Nuggur or Bednore
Kirmungelwur
Jedcul
Iddoor
Mundagutta
Wundasee
Teerthully
Coondapoor
Maigurwully
Halaudee
Agoomby
Barcoor
Hebbra
Baba Booden
Bramahvur
Sheerpoor
Mooderaudy
Bajeh
Nirdoor
Gittah
Mulky
Caudhold
Oodapee
Mhut
Yennahola
Mhut
Caup
Karkul
Ballatrey
Bellarey
Mhut
Dhoog
Moolky
Mood Bidderee
Jemalabad
Seerutkul
Goorpoor
Sucklaspoor
Munjerabad
Buntwall
Surpaudy
Mannhully
Seraudi
Mangalore
Kanimungulore
Musafir
Khana
Peringypett
Oopinangady
Cowkrampady
Wullaul
Peetloor
Mungulwur
Vittel
Khow
Coombla
Jalsoor
Adhoor
Scoliah
Pullalee
Uddoor
Sumpagee
Cherrapede
Moolkaar
Muddanaad
Mercara
Bekul
Hosdroog
Neelaishwar
Veerajenderpett
Perambaddy
Cape Cotchera
Kavay
Hurrigady
Mount Delhi
Egeeor
Gunnoor
Kreloor
Coodally
Billipatam
Muttanoor
Cannanore
Tellicherry
Coloured brown in Original
Do green in Original
MAP
of the
SALT TRADE
OF
CANARA,
MADRAS PRESIDENCY.
SCALE.
16 British Miles to the Inch.
30 5 0 10 20 30

MAP

of the

TUMLOOK AND HIJLEE

SALT AGENCIES

AND

SALT CHOWKEY

Superintendencies.

SCALE—4 MILES = ONE INCH.

Miles 5 4 3 2 1 0 5 10 Miles.

REFERENCE.

Chowkey Stations are marked thus .....

Salt Manufacturing Kutcheries do. .....

Julpye Lands do. .....

Govt Wholesale Warehouses .....

Govt Retail Shops .....

NB. Since this Map was compiled the Hidgelee Superintendency has been abolished, and its Chokeys have been transferred to the Jellasore Superintendency.

MIDNAPOOR SUPERINTENDCY

WESTERN SUPERINTENDCY

BARREEPOOR SUPERINTENDENCY

JELLASORE SUPERINTENDENCY

BALASORE DISTT.

HOOGLY RIVER

TUMLOOK

Nankar Mohsahah

To Midnapoor

Nehassee Canal

Narainpur Salt Golahs

Roopnarain Rr.

Hoogly River

Fort Mornington

To Calcutta

Diamond Harbor

Boytbatter R.

Burgodah

Narainpur

Khanchee

Asnan

East Gomae

Gewatchattee

Ruthgorah

Kookrahattee

Joychunder Bar

Kulleaghye Rr.

Tyrachatee

Etarkeegrah

Nur Ghat

Teadrah Nullah

Bankhal Nullah

Gorahdoro

Narainteerra Khall

Nundpoor

Tervopakeea Ghat and Retail Ghat

Banskhanah

Kulpee

Balloo Ghat

Nundeegaon

Tulputtee Khall

Hadee R.

Bagdah R.

Nutrenugger Ghat and Golahs

Kedgree Ghat and Signal Staff

Tussoolpt Ghat and Golahs

Hasseelpoor Rr.

KONTAI

Kishenmuttee Golahs

Sola Mohan

Saugor light House

Saugor Island

Grand Gut

Kamurdah

GOVINDPOOR

Bhograi R.

Seebanerka

Hard

Ghat Doorgahatta Golahs

Beer cool Bungalow

Ghat Golahs

Mooga Mohan

Murder Morroh

Bograi

Majnamoe o Bahar-moolah

Paharpore

Seejamooah

Jullamotah

Aurungacuppy

Coomchur

Dorodooma

MAP

of the

SALT AGENCY AND SALT CHOWKEY

SUPERINTENDENCY

—— of ——

CHITTAGONG

BENGAL PRESIDENCY

Scale 8 Br. Miles-1 Inch.

10 5 0 10 20

REFERENCES

Chowkey or Preventive Stations

Wholesale Golahs

Retail Golahs

Salt Manufacturing Localities

INDEPENDENT TIPPERAH

UNEXPLORED COUNTRY INHABITED BY TRIBES OF WILDMEN

BULLOA

SUNDEEP

CHITTAGONG or ISLAMABAD

Ramgurh

Subapore

Ferry

Bungalow

Hingalee

Seerampore

Robertgunj

Juralgunj

Zorawurgunj

Naranka Hd

Meerka Seray

Bahar Ch.

Comildar

Waidpore

Seeta Coon

Burra Coon

Balagora

Goshora

Hoodra Kh.

Rohenee

Tetoyah

Tha Kh.

Harumea

Moosapore

Seerampore

Hussunpore

Muggaon

Sultanp.

Suree Kh.

Dhoor Kh.

Sunnuddil

Bhutteearee

Sattherdeah

Mussanabad

Dewan Hat

Cotta Colly

Allisore Pt.

Jehuma Pt.

Meridian East of Calcutta

Chittagong R.

Sunkar R.

Kootubdea Island

Muttabarree I.

Moscal I.

Red Crab Reef

White Cliffs

Chandp.

Jeosoola

Omarsingkill

Reylaspore

Conchanugur

Hazeeka Hat

Havildar

Mahanagore

Futtickcherry

Dargaon

Choor ka Hat

Kyram

Suffinugore

Issapore

Rozangaree

Jagunt

Ruojan

Andermunek

Sheik Hat

Hazaree Hat

Naydun

Kudumrussool

Gutchzea Gt

Chodareea

Mohuk

Codaleea

Bursee

Mognshee ka Hat

Lalla ka Hat

Krishnakhalee

Putteea

Lukseea

Juddeea

Budpora

Parry coora

Flag Staff

Chattere

Normans Pt.

Fakeer ka Hat

Chandpore

Kuddumrussool

Jolleakhalee Hat

Company ka Hat

Colgurie

Surjul

Julkudder

Chumbul

Aldonugur

Chotah Sunkeea

Rowlasoo

Poacherry

Pantreeka

Hurbung

Sonacherry

Raigat

Mouree

Nolveela

Dandimul

Sadmahoul

Wunnaseera

Bussaracola

Mascal

Red Crab Reef

Ramoo R.

Ramoo

Juliapullung

Rutnapullung

Okea Gt

Putoa Tek

Elephant Pt.

Monacolee

Quoin Hd

Burmakil

Baja Sura

Tek Naaf

Shancoree

Mungdoo

To Akyab

Dewittee

Rangonea R.

Nyagaon

Danpatta

Kurrumfoolee R.

Jeynarain Hat

Sita ka Gt

Seeringa

Furragaicha

Bagabillee

Raye Hat

Baloo Gt

Rangamuttee

Dewesh Hat

Bring's Hill 2300 ft

Satkooneea

Keonseea

Bajottea

Poung ka Hat

Doharazeee

Hossen Fakeer

Chanscola

Sunkar River

Framid H. 2300 ft

Tin Hill 3100 ft

Mattamooree R.

or

Chuckereea

Bilcherry

Doolu Hazaree

Eadgong Hill 2160 ft

Eadgong

Joorees

Ramoo Hill

Gurjineea

Sugar loaf Hill

Marooscy R.

Neela

Naaf River

Bay of Bengal

22°

23°

21°

No 10.

Map
of the
SALT AGENCIES
AND
SALT CHOWKEY SUPERINTENDENCIES
of
BALASORE, CUTTACK & POOREE.

Scale 8 British Statute Miles — 1 Inch.

HILL STATES TRIBUTARY MEHALS

Rajah of Neelgurh's Territories

Mohur Bungee

Seebungeeka River

21 DANTOON

Patna Jellasore

KUMURDAH

HIJELEE

Deheeremnah

BALASORE

Sohroh

Koporee

Agurparah

Bhudruck

Tarakote

Dhamnuggur

Jajepoor

Bowterah

Durpun Gurr

Boggulpoor

Ayass

Brahmanee R.

Byturnee River

Dhamruk River

Hijelee Jheel

BALASORE

INDEPENDENT

MADRAS TERRITORIES

Killah Kandparrah

Killah Burranbah

Killah Tigerrah

Mahamuddee Bara

Killah Arakghur

Killah Runnpoor

Bankee Gurr

Gurr Koospulla

Boll Gurr

Gurr Korobo

Khoordah

Gurr Baropullee

Gurr Bulbuddorpoor

Norreson

Killah

Gurr Orrorah

Tangie

Aurrung

Gurr Kohooree

Soonna Khulla

Bhuppee

Haridaee

Duramgee

Bulbuddurpoor

Sir-Lake

POOREE OR JUGGERNAUT

Gunsurpoor

Jeenar

Jeenamie

Ambsole

Teligazi

Mahanuddee R.r

Beltigurrah

Rohead

Hattiagaut

South Pitchor

Tender Kool

Coojunggur

Hurrispoor

Nord Anfrung

South Anfrung

Sathparrah

Mouth of the Chilka

Bentrey Mundun

Sathpara

Pamrabeer

Gopeetu

Chilka Lake

BAY OF BENGAL

REFERENCES.

Agencies	Chokey Stations	Export Depots	Supply Depots	Local Sale Depots	Govt Retail Sale Shops	Salt Manufacturing localities
Balasore	20	11	3	2	8	8
Cuttack	6	1	-	2	6	7
Pooree	7	1	-	2	11	8
Total	33	13	3	6	25	23

PLAN
OF THE
NARAINPORE
SALT WORKS.

1853.

SCALE.
12 Inches to the Mile.

Feet 1000 500 0 1000 2000 Feet

REFERENCE.

Salt Water Reservoirs
Evaporating Fields
Pukka Terraces

Begahe. Tks

Area of the entire tract exhibited in this Plan	*1617. 18*
Deduct area of portion not worked at present	*245. 0*
Actual area of the Narainpore Salt Works	*1372. 18*

G C *G B* *5 A* *5* *G D* *4* *7* *8* *3* *9* *2* *1* *10* *11* *12* *4* *3* *6* *5* *1* *2*

GREAT RESERVOIR

Graduation House Cubic Tanks

N° 1 A B C D

N° 2 North Reservoir

Terrace

Channels

Pukka Terrace

Leary Reservoir

Gulah

N° 3 South Reservoir

Karkatolah

N. Field N° 1.

W. W. Field

Keerilleea

Sreekis

S. Field N° 2.

S. Field. E. D.

Sath Bebee

S. Field N° 3.

Cheeta Khall

Jäunpore

S. W. Field N. D.

S. D.

S. S. Field

Gualdanga

LAND NOT WORKED AT PRESENT

S. S. Field

Khamar Kheer

S. S. S. Field

Forrieon & Sons Litht.